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Comparative study of the Army, Navy, and
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THESIS
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A COMPARATIVE STUDY OF THE ARMY, NAVY, AND AIR FORCE
SYSTEMS FOR THE PROMOTION OF ENLISTED PERSONNEL TO
NONCOMMISSIONED OFFICER STATUS

Abstract of

A Thesis

Presented in Partial Fulfillment of the Requirements
for the Degree Master of Science
in Public Administration

By

FRANK BRADFORD STONE, B. Sc.

//
The Ohio State University

1951

Approved by:

Advisor

**A COMPARATIVE STUDY OF THE ARMY, NAVY AND AIR FORCE
SYSTEMS FOR THE PROMOTION OF ENLISTED PERSONNEL TO
NON COMMISSIONED OFFICER STATUS**

FRANK BRADFORD STONE

B. Sc., Ursinus College, 1937

**Department of Political Science
(Approved by Harvey Walker)**

The effective selection of competent, deserving men for promotion to higher duties is a continuing problem of all military organizations. All three of the major U. S. Military services have instituted, since the close of World War II, revised promotion systems for enlisted personnel, based on the concept of a career service. The features of each promotion system - the Army Career Guidance Plan, the Navy post war promotion program, and the Air Force Airman Career Program - are described, and the application of the selective criteria employed by each system to promote enlisted candidates from pay grade E 3 to pay grade E 4 is outlined.

Several fundamental similarities in the enlisted promotion systems of the Army, Navy and Air Force are noted. Each of the services accepts, in principle, as factors for promotion qualification

- 1) Completion of a prescribed period of service
- 2) Successful completion of qualifying training
- 3) Satisfactory conduct record
- 4) Acceptable efficiency rating
- 5) Recommendation for promotion by superior officers
- 6) Satisfactory completion of competitive examinations.

The degree of importance attached to each of these factors was found to vary considerably between services, and the amount of centralized administrative control exercised by each of the military departments was found to have considerable variance.

Six recommendations were offered which might be applied, in varying degrees, to all three systems as possible means of improving the selection process for promotion.

- 1) A high degree of centralized direction and control of promotion procedures
- 2) Successful completion of a technical service school course prior to promotion to pay grade E 7, and completion of a standardized on the job training course
- 3) Service wide, competitive examinations for promotion above pay grade E 3
- 4) Lengthening of prescribed minimum periods of service

- 5) Provision for direct promotions by immediate commanding officers in exceptional cases
- 6) Development of a standardized system for evaluating promotion systems.

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CHAPTER I

THE APPROACH TO THE PROBLEM

The effective selection of competent, deserving men for promotion to positions of greater responsibility and more complex duties is a continuing problem for all military organizations. The technological development of the means of waging war has brought with it increasing demands for individual specialization and assumption of responsibility not known in the days of the cross-bow and catapult. The job of determining those who are best qualified to perform the tasks of operating and maintaining the machinery of war, and who best exhibit the capacity for responding to and transmitting the orders received from superior levels is a function of personnel administration. Such a function entails (1) providing for programmed training in the various skills required in many specialized fields of work; (2) setting up standard grades of performance at different levels within those fields; (3) constructing means of measuring the amount of qualification achieved in those specific criteria; and (4) establishing procedures, within the framework of the organization, for promoting those selected as best fitted for advancement.

Each of the military services of the Department of Defense has its own organic program of personnel administration. Likewise, each of the services has established its own system for the promotion of enlisted personnel. It is of considerable significance however, that, recognizing the need for increased attention to the problem of improving personnel standards in keeping with the technological advances of modern warfare, all three major military services - the Army, Navy, and Air Force - have instituted, since the end of open hostilities in World War II, revised systems of promotion, each based on a career program of training and advancement in specialized military occupational fields. It is the study of the policies and administrative procedures implementing these promotion systems, and the evaluation of the comparative effectiveness of their application, that provide the material for this discussion.

Before attempting any evaluation of the three military promotion systems it seems desirable to present, in sufficient detail, the principal features of each of the programs now in use. The succeeding three chapters will be devoted to an exposition of the enlisted promotion systems of the Army, Navy, and Air Force, in turn. An attempt will be made to arrange the presentation in a uniform pattern of progression, insofar as the distinctive features of each system permit. In order to illustrate the practical application of each promotion system, the

steps in advancement from pay grade three to pay grade four in a typical occupational field will be traced for each service.

To facilitate identification of the corresponding grade titles used by the three services, reference is made to the table below. The seven enlisted pay grades shown were established by the Congress in the Career Compensation Act of 1949, and each of the three military services has established its own corresponding grade titles.

ENLISTED PAY GRADES AND CORRESPONDING TITLES

<u>Pay Grade</u>	<u>Army</u> ¹	<u>Navy</u> ²	<u>Air Force</u> ³
E-7	Master Sergeant	Chief Petty Officer	Master Sergeant
E-6	Sergeant 1st Class	Petty Officer 1st Class	Technical Sergeant
E-5	Sergeant	Petty Officer 2nd Class	Staff Sergeant
E-4	Corporal	Petty Officer 3rd Class	Sergeant
E-3	Private 1st Class	Seaman	Corporal
E-2	Private	Seaman Apprentice	Private 1st Class
E-1	Recruit	Seaman Recruit	Private

¹Department of the Army. Circular No. 106. Washington: October 1949. Sec. II.

²Bureau of Naval Personnel. Proceedings of the Personnel Officers' Conference, 1949. Washington: 1949. Facing p. 78.

³Department of the Air Force. Air Force Letter No. 39-33. Washington: 2 November 1949.

The promotion process to pay grade E-4 has been selected for illustration because it is at this level that the enlisted man is required to attain the degree of leadership, supervisory ability, sense of responsibility, and professional competency which is expected of a non-commissioned officer. Traditionally, promotion to the grade of Army Corporal and Navy Third Class Petty Officer signifies the acquisition of non-commissioned officer status. Although the Air Force includes the Corporal of pay grade E-3 in its definition of non-commissioned officer,⁴ in actual practise it is the Sergeant who is first assigned duties and responsibilities which involve the direction of the work of others. Some exceptions will occur in individual cases in the Air Force, but as a general rule this principle of equivalence of responsibility of the various pay grades applies throughout the armed services.

Following the presentation of the enlisted promotion systems of the armed forces a discussion of the similarities and differences contained in each will be given with a comparison of their apparent merits and weaknesses. An attempt will be made to evaluate the effectiveness of each system in relation to the others, and proposals will be offered which the writer believes would lead to overall improvement.

Some understanding of the hierarchical command structure

⁴Department of the Air Force. Air Force Regulation No. 39-30.
Washington: 24 March 1950. Sec. I, Par. 2b.

within the armed forces is necessary in order to trace the delegation of authority and the assignment of responsibility for administering enlisted promotion policy directives issued from the top. Various levels of command exist in the organization structure of any military service and, depending upon the amount of delegation from above, each level exercises varying degrees of authority in meeting its responsibilities for implementing the policies established at the top. Without attempting to reproduce the complex organizational relationships of command and responsibility within the three branches of the military establishment, basic skeletal outlines are presented here and the various descending levels of administrative command are indicated in order to illustrate the chain of authority and responsibility upon which the execution of policy is so dependent.

Army command structure: Under the Secretary of the Army, the Chief of Staff is the highest ranking Army officer in the Service and exercises supervision over all members of the Army. In the next lower command level are the commanders of the major armies. Included in the Major Command echelon are the Continental Army Commands consisting of the First, Second, Third, Fourth, Fifth, and Sixth Army Areas and the Military District of Washington; and the Overseas Army Commands. Directly below the Major Command level is the Corps Command echelon. An illustration of such a command is found in the Vth Corps of the Third Army Area. An Army corps is made up of

several Division Commands whose commanders are in the next lower level of the command structure. Within the division are three Regimental Commands which comprise the next lower command level. Subordinate to the Regimental Command is the Battalion Command level. Three battalions make up a single regiment. The lowest practical command echelon is the Company Command, normally commanded by a captain. A battalion is made up of a minimum of five companies.

In this segment of the organization structure of the Army, the chain of administrative command can be traced through seven descending levels of authority; from the Chief of Staff in the Department of the Army, down through the successive subordinate echelons of Major Armies, Corps, Division, Regimental, Battalion, and Company commands (Appendix I).

Navy command structure: Under the Secretary of the Navy, the Chief of Naval Operations is the top ranking command officer of the Navy. Within the next lower level of administrative command are found the commanders-in-chief of the Naval Operating Forces, such as the Atlantic Fleet and the Pacific Fleet. Subordinate to the Fleet commands are the various type commands, such as Commander, Air Force, Atlantic Fleet; Commander, Destroyers, Atlantic Fleet; and similar functional forces. The subordinate echelons of ComAirLant consist of several geographical fleet aviation commands, such as Commander,

Fleet Air, Jacksonville. Each ComFAir is made up of assigned carrier air group commands, each of which consists of several tactical squadrons. In the fleet aviation branch of the Naval Operating Forces the chain of administrative command can be clearly defined as descending in six basic levels from the Chief of Naval Operations through the successive subordinate echelons of Fleet commanders-in-chief, commanders of Fleet Air Forces, commanders of geographical fleet air activities, Carrier Air Group commanders, and finally, Squadron commanders. The chain of command of other branches of the operating forces and major Naval activities may be traced through somewhat similar organizational echelons (Appendix II).

Air Force command structure: Under the Secretary of the Air Force, the Chief of Staff, USAF, is the top ranking officer of the command hierarchy. The next lower level of administrative command consists of the Major Air Commands which include the organizations of the Air Proving Ground, Research and Development, Special Weapons, Air Materiel, Air University, Air Training, Military Air Transport Service, the four Overseas Air Forces, Strategic Air, Continental Air, Tactical Air, and Air Defense. The subordinate echelons of Continental Air Command provide a clearly defined pattern of descending administrative command levels. Conac is made up of four numbered air forces, (First, Fourth, Tenth, and Fourteenth,) each of which is organized into wing commands consisting of one or more group commands made up

of several squadron commands each. The line of authority in the Continental Air Command can be traced through six distinct levels, commencing with the Chief of Staff and running down through the successive echelons of Conac, the numbered Air Forces, Wings, Groups, and squadrons. The other major air commands are organized into more or less comparable echelon structures (Appendix III).

Before proceeding with the discussion of three similar, but unidentical promotion systems, it will be helpful to present a few definitions of terms which will be encountered, and thus establish some common ground for expression. In the separate discussions of the Army, Navy, and Air Force systems the writer has attempted to conform with the official "lingo" peculiar to and employed by each branch of the service; and such definitions as are considered necessary to explain such terms will be made in the appropriate sections. However, certain contrasting usages should be pointed out, and some terms of common application clarified, at the outset.

Promotion and Advancement: These terms are considered to be synonymous and will be used interchangeably when applied to the Army, Air Force, and the three services collectively. However, the Navy distinguishes between these terms in that "promotion" is used to describe the process of up-grading officers, and "advancement" is used to

describe the process of up-grading enlisted men.⁵ This distinction accounts for the wide usage of the word "advancement" in the discussion concerning the Navy. As the Army and Air Force make no distinctive use of the words, alternate use of "promotion" and "advancement" is made in Chapters II, IV, and V.

Non-commissioned Officer and Petty Officer: The Army uses the term "non-commissioned officer" to identify enlisted personnel in pay grades E-4 through E-7, and the Air Force applies the same term to enlisted men in pay grades E-3 through E-7.⁶ The Navy uses the term "petty officer" to identify enlisted personnel in pay grades E-4 through E-7. Except in the chapter devoted to the Navy, "non-commissioned officer" will be used to describe all military personnel in pay grades E-4 through E-7.

Airman: The term 'airman' is used by the Air Force to describe enlisted personnel in any pay grade in the Department of the Air Force.⁷ It is a general term analagous to the Army "soldier" and the Navy "sailor." In Navy usage, the term "airman" is the basic grade title of

⁵Bureau of Naval Personnel. Bureau of Naval Personnel Manual. NavPers 15791. Washington: 1948. Part C, Chapter 7, Secs. 1 and 2.

⁶Cf. p. 4.

⁷AFR 39-30, Sec. I, Par. 2a.

enlisted personnel in pay grades E-1 through E 3 in the aviation branch of the Navy. The term will be used in accordance with its appropriate connotations throughout the discussion.

Military Occupational Specialty (Army): An area of military job activities covering either one duty assignment or a group of duty assignments which require similar abilities for the performance of their significant tasks, and which may be performed either in whole or in part by a soldier who is qualified to perform the entire group of tasks. (The term is generally analogous to Air Force Specialty).

Rating (Navy): An occupational job field which requires, basically, related aptitudes, training, experience, knowledge, and skills. A particular rating includes only pay grades E-4 through E-7. The term "rate" is used to identify the sailor as to pay grade. All sailors have a "rate", whether Seaman Apprentice or Chief Boatswain's Mate. (The term "rating" is broader in concept than either Army Military Occupational Specialty or Air Force Specialty).

Air Force Specialty: A broad grouping of duties and tasks of relatively equal difficulty based on a close relationship of skill, knowledge, and other job requirements. (The term is generally analogous to Army Military Occupational Specialty).

Promoting Authority: That officer in the chain of command who has been delegated the authority to effect enlisted promotions under the

provisions and within the limitations prescribed by higher echelons in the command structure.

CHAPTER II
THE ARMY SYSTEM FOR THE
PROMOTION OF ENLISTED PERSONNEL

THE PROGRAM FOR SELECTION AND PROMOTION

CAREER GUIDANCE PLAN. During the three years following the Japanese surrender in 1945, the Army developed a new enlisted promotion system which was an integral feature of a newly-announced personnel program known as the Career Guidance Plan. This plan entails the revision and redescription of the formerly-used enlisted grade structure and its Military Occupational Specialties (MOS) through an extensive job analysis program conducted by the Adjutant General.¹ Grouping of all newly-authorized MOS's into related Career Fields is the basic substance of the plan, which was designed to provide for an organized, Army-wide system of personnel management both for the peacetime establishment and for periods of mobilization.

The implementing features of the Career Guidance Plan were

¹Department of the Army. Circular No. 1. Career Guidance Plan for Warrant Officers and Enlisted Personnel. Washington: 1 January 1948. Par. 9.

put into effect August 1, 1948.² The process of transition from the old to the new was to be a gradual one, the speed of conversion depending on the effective introduction to the service of individual Career Fields. By June 19, 1950, eleven Career Fields had been introduced, representing the initial implementation of better than one third of the entire Career Field Program. The second competitive promotion examination schedule, covering ten previously introduced Career Fields, had been announced to take place during the months of August through November, 1950.³

The sudden impact of the Korean War and its resultant need for mobilization found the Army enlisted promotion system operating under two programs, one for those people classified in an introduced Career Field, and the other for those classified in MOS's for which no Career Field yet had been introduced. In August 1950, the Department of the Army cancelled the scheduled examinations for all but one of the introduced Career Fields. The exception was the Finance Career Field for which examinations had been completed prior to the effective date of the cancelling directive. The promotion provisions of the Career Guid-

²Department of the Army. Circular No. 202. Implementation of Career Guidance Plan for Warrant Officers and Enlisted Personnel. Washington: 7 July 1948. Sec. I, Par. 1.

³Department of the Army. Circular No. 22. Career Field Examination Schedules. Washington: 12 April 1950.

ance Program were suspended in all but the five Career Fields - Infantry, Artillery, Armored, Food Service, and Finance - in which competitive examinations had been administered. Under the same directive, the Army set up provisions for an interim, war-time system to govern promotions for all enlisted personnel, whether classified as career or non-career soldiers.⁴

The current suspension of the promotion features of the Career Guidance Program in no sense means the abandonment of the over-all, long-range plan. The preparation and introduction of new Career Fields, and the classification of qualified personnel into those Career Fields is to continue as originally planned. While the time of return to the promotion provisions of the Career Guidance Program cannot be predicted with accuracy, it would seem that future military commitments and combatant employment of the Army, and the rate and degree of introduction of new Career Fields largely will determine the readoption of career promotions.

In order to present a complete picture of the enlisted promotion program of the Army it will be necessary to describe the features of the long-range Career Guidance Plan as well as the elements of the interim promotion system presently in use.

⁴Army message. TWX, WCL 37400, TAG. 9 August 1950. Subject: Suspension of Certain Enlisted Career Guidance Personnel Procedures.

CAREER GUIDANCE PROGRAM. The Career Guidance Program is based on the grouping of all Military Occupational Specialties into 31 specific Career Fields (Appendix IV), each of which is made up of those MOS's whose duties and tasks are generally related, into a functional, occupational family. There are approximately 490 separate Military Occupational Specialties each with an identifying four-digit code number.⁵ Each Career Field has a graphic job progression diagram showing the path of advancement from a lower to a higher MOS and pay grade. Most Career Fields are subdivided into several "job ladders" which indicate the progressive steps of advancement in specialized branches within the Career Field concerned.⁶ The job analysis program, on which the development and introduction of new Career Fields is dependent, is to continue until the entire occupational range of Army job specialties and qualifications has been covered.

The first step in conversion of enlisted personnel to the Career Guidance Program is the proper classification of every individual into a MOS which represents the highest level of skill at which the in-

⁵Department of the Army. Special Regulations No. 615-25-15. Enlisted Personnel, Military Occupational Specialties. Washington: 15 November 1950.

⁶Department of the Army. Special Regulations No. 615-25-20. Enlisted Personnel, Career Fields. Washington: 15 November 1950.

dividual can perform in that field of specialization in which he is most interested and in which he (normally) has had the longest training and experience. Due consideration is given to the recency of performance in the technical skills required. The introduction of a new Career Field requires that the existing MOS's of persons already working on jobs included in that field be reviewed and converted where necessary into new MOS's which are specifically authorized for the field. The award of a new MOS is made in accordance with the individual's qualifications for that MOS as determined by the following factors:

- 1- Demonstrated ability to perform the duties and responsibilities of that specialty for a minimum period of 60 days,
- 2- Previous civilian experience, when of such a nature as to be a practical counterpart of the specialty and when proficiency has been determined through demonstrated ability to perform the duties of the MOS for a period of not less than 60 days, or
- 3- Through the successful completion of a course of training at a service school or in a training division, if the course has been determined by proper authority to be of such a character as to qualify a graduate in that specialty.

The tools which the classification authority uses to determine the qualification of an individual for a MOS award in a newly introduced career field are counseling, interviewing, and testing.⁷

ENLISTED PATH TO PROMOTION UNDER THE CAREER GUIDANCE

PROGRAM. Having been classified and assigned to a Military Occupational Specialty in a recognized Career Field, the soldier must complete a series of qualification steps before being considered eligible for promotion to a higher pay grade and/or MOS. (A promotion to a higher pay grade does not necessarily mean the assignment of a new MOS as some MOS's span more than one pay grade.) Career guidance promotion procedures are designed to provide a competitive merit system of promotion, based upon uniform job proficiency examinations with standardized composite scoring. In addition to the score in a competitive examination, other factors are considered, weighted, and included in the numerical, composite score which is the basis for determining the individual's relative standing for promotion eligibility.

Promotable Status. The first requirement for promotion eligibility is that the candidate be in a promotable status. By definition, such status means that the soldier concerned is reported by his unit as "present for duty," or in authorized absence from his place of duty. Any

⁷Department of the Army. Special Regulations No. 615-25-1. Enlisted Personnel, Classification. Washington: 29 April 1949.

individual who is absent without leave, under court martial charges or sentence, under disciplinary restriction or confinement, or missing, is not in a promotable status. A soldier who is otherwise eligible for promotion but who is in a nonpromotable status may be promoted by the designated promoting authority only upon restoration of promotable status.⁸

Service Time Requirements. Minimum periods are prescribed for time to be spent in each grade before the soldier is considered eligible for promotion to a higher grade. The number of months of service-in-grade required increase with the progression from lower to higher grades in order to provide the soldier with ample time to gain the necessary experience and training in his present specialty as preparation for assuming the duties and responsibilities of a higher specialty. In addition to mastering the increasing complexity of his specialty in the higher grades, the soldier is also required to direct, supervise, and teach others in the same line of work. Progressively longer service in grade requirements are considered essential in order to afford the soldier an opportunity to demonstrate his acquired abilities and to enable his superior officers to observe and evaluate his fitness for promotion. In some instances, minimum service-in-grade

⁸Circular No. 202, 1943. Sec. I, Par. 2i, as amended by Department of the Army. Circular No. 25, 1 May 1950. Sec. VIII.

requirements are supplanted by prescribed minimum periods of total service time regardless of grade. In all cases, service time requirements are subject to waiver or change by proper authority in appropriate cases to correct individual injustices, or as the needs of the Service dictate.

Application for Promotion. Promotion to noncommissioned officer grades under the Career Guidance Program requires that candidates submit to their immediate unit commander a standard Application for Advancement (DA AGO Form 359.) The application contains all the information necessary to show the applicant's promotable status, service-in-grade, physical fitness, and other qualifications for promotion. Fully processed, the application traces the candidate's path of advancement, and is routed successively from the soldier's unit commander, through the Personnel Section of his unit, through the intermediate and final command levels for approval and endorsement, and thence to the Examining and Computing Agency which has a responsibility for the administration and scoring of promotion examinations. The completed forms submitted by successful applicants become the basis of issuance of appropriate promotion orders.

Qualifying Training. Extensive training is required of the soldier in the duties and tasks of the Military Occupational Specialty for which he is a candidate before he can expect to undertake the examination with any hope of success. Such training may be presented in one

or more of several ways. A formal service school course may be prescribed as a prerequisite for a particular MOS, or may be available, but not mandatory for outstanding candidates. For most MOS's, appropriate on-the-job training is recognized. In addition, self-study, correspondence, or extension course training may be authorized and recommended. In any case, the extent and type of pertinent qualifying training completed is indicated on the application form and attested by the candidate's Personnel Officer.

The effectiveness of any training program, whether formal or informal, will be determined by the adequacy with which it prepares trainees for the performance of the tasks of the particular MOS upon which it is based. The duties, skills, tasks, and responsibilities of each authorized MOS in a Career Field are set forth in detailed job descriptions contained in the Special Regulations pertaining to that Career Field and published to the Service.⁹

The Army has extensive and well-equipped training facilities which are employed to prepare enlisted personnel for advancement along career lines. The backbone of the peacetime training program is the formal school training provided in Army service schools. This school training is supplemented by an informal system of on-the-job

⁹SR No. 615-25-15 and SR No. 615-25-20.

training and practical experience provided in the unit to which the soldier is assigned. In addition to these two main types of training, other educational aids are provided for the career-minded soldier who desires to use his off-duty time to become more proficient in his specialty or to increase his general educational level. Self-study guides and text material are available for each enlisted Career Field. Correspondence courses can be taken through the United States Armed Forces Institute. Further provisions are made for participation in college and university correspondence courses. Through an official system of individual contracts between the Government and 49 cooperating universities and colleges, military personnel may enroll, at a nominal fee to cover the cost of enrollment, textbooks, and material, in many courses at the college, high school, and vocational levels.

Formal Training. In the Army service school system there are 26 service schools offering over 350 courses, more than 320 of which are open to enlisted men. Of these latter, 204 courses are tailored to meet the duties and requirements of specific Military Occupational Specialties. Attendance at and completion of a formal school course is not required for promotion to the great majority of MOS grades, but the training derived from such a course is sufficient to prepare the promotion candidate for successful completion of job proficiency examinations in his particular specialty. Formal school courses range in length from a few weeks to over a year. Instruction is provided by

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means of classroom lectures, demonstrations, and supervised practice. Service schools are equipped with shops, laboratories, demonstration areas, and other facilities which normally cannot be provided by the individual work unit to which the soldier is assigned for duty.¹⁰

"The Army School Catalog" is a publication which contains pertinent information concerning the service schools and the courses available. In it are found such data as the name and location of the school; course title, number, and duration; the MOS for which the course is considered suitable preparation; the scope of the course; and the prerequisites which govern the qualification of applicants. These prerequisites include such items as present pay grade and MOS, minimum standard scores in prescribed aptitudes, previous experience and education, and physical requirements if any. Completion of a formal course of training does not, of itself, constitute qualification for grade promotion although, if authorized, it may qualify the graduate for an award of the particular MOS in which he has been trained.

Informal Training. The Army training program, under the general direction and supervision of the Chief, Army Field Forces, acting in accordance with the policies set by the Chief of Staff, follows the principle of decentralization of the conduct of training operations

¹⁰Department of the Army. Pamphlet No. 20-21. The Army School Catalog. Washington: August 1950.

among subordinate commanders. Individual training for advancement of the soldiers under his direction is a responsibility of the unit commander. Such commanders must see that each individual learns the techniques of his job and secures proper qualification in his particular specialty. The Career Guidance Program provides for fixed job progression through integrated individual training for each MOS. A necessary factor in assuring that each soldier is given a continuous opportunity to qualify for advancement is the provision of practical on-the-job training which will prepare him for the job at the next level.

Individual on-the-job training, conducted in a systematic manner within the work unit, is the responsibility of every unit commander. On-the-job training stresses the actual performance of tasks including the use and manipulation of all tools and equipment essential to such performance, and an understanding of the relationship of equipment and parts to the total operation performed. The practical instruction guide for conducting on the-job training is the MOS job description. MOS job descriptions indicate, in detail, the duties, tasks, and responsibilities required for the proficient performance of the particular specialty, and it is around these factors that an individual on-the-job training course is designed. In planning the unit training program, responsible commanders are required to provide a standard of training similar to that given in formalized schools, insofar as the practical facilities and

operational mission of the unit will allow.¹¹

In addition to on-the-job training as a means of achieving qualification for promotion, the soldier is offered the opportunity to prepare himself for job proficiency examinations by participating in a voluntary self-study program in his off-duty hours. For each MOS included in a Career Field a Self-Study Guide pamphlet is published. These study guides contain information on all Army-published material covering the subjects necessary for qualification in the MOS in the prescribed grade, and all the instructional matter needed for self-preparation for the job proficiency examination. The duties and qualifications required by the MOS are listed and the subject area is broken down into several study units. Each unit is analyzed as to its content, and includes a list of exploratory questions for the student, a complete list of references for study, and a short test on the material covered. Reference material includes pertinent Army publications such as Field Manuals, Technical Manuals, Pamphlets, Regulations, films and other training aids bearing directly on the content of the MOS. These publications and materials are widely distributed throughout the service and are readily procurable for the use of the promotion candidate by his unit Information and Education officer. In addition to the study materials provided by the Army, the study-guide indicates the

¹¹ Circular No. 1, 1948. Par. 17.

pertinent correspondence courses of USAFI and cooperating colleges and universities in which the student may enroll directly, with the approval of his commanding or education officer. A final review test on the entire subject area is included for the self-evaluation of the student. The extensive amount of detailed training material published by the Army, and the adequacy of the coverage outlined in the study guide, makes it possible for the promotion candidate to gain a comprehensive knowledge of his specialty through self-directed study. This enhances considerably his chances for successful completion of the job proficiency examination.¹²

It should be emphasized that, while individual self study is encouraged by the Army as one of the means of preparation for advancement, the decision to participate is entirely voluntary on the part of the soldier.

Immediate Unit Commander's Endorsement. The application submitted by the soldier candidate for promotion must be endorsed by his immediate unit commander, indicating whether or not the candidate is recommended for promotion to the next higher grade in his MOS. If disapproval of the application is recommended, information showing the basis for disapproval must be indicated. All applications, whether

¹²Department of the Army. Special Regulations No. 310-20-3. Military Publications, Index of Training Publications. Washington:1 July 1950.

approved or disapproved, must be forwarded immediately for further processing and review by higher levels of command.

The personnel section which has custody of the candidate's service record reviews the data included on the application form and attests to the candidate's eligibility for promotion in the light of his promotable status, total time in service and grade, physical fitness to perform the duties of the aspired-to MOS, efficiency rating in his present duty assignment, and the successful completion of qualifying training.

Efficiency Rating. A standard efficiency rating report must accompany the Application for Advancement of every Army enlisted promotion candidate in pay grades E-3 through E-6. The purposes for which the Army employs efficiency reports are to provide

" . . . an objective, uniformly measured estimate (of) on the job performance and personal characteristics of enlisted personnel during a definite period of service for use as an enlisted personnel management instrument to assist in the following actions:

- (1) Identify the degree of efficiency.
- (2) Indicate a need and provide a basis for counseling and adjustment.
- (3) Discover individuals with certain capabilities and talents.
- (4) Appraise individual performance for use in selection, assignment, training or promotion of personnel.
- (5) Assist in the disposition of individuals otherwise subject to reclassification for cause.

- (6) Measure efficiency as an element of the promotion or qualification composite score." ¹³

Annual efficiency reports are submitted regularly on all soldiers in pay grades E-5 through E-7. If the regular annual report has been rendered on the promotion candidate during the 60-day period previous to the submission date of the advancement application, this report may be used for promotion purposes. If such is not the case, a special report must be submitted. The efficiency rating report is scored by a designated computing agency in accordance with a standard procedure issued by the Department of the Army.

The substance of the efficiency report, which is considered to be an inventory of the strong and weak points of the individual soldier, is the comparative ranking of the ratee with other soldiers of similar grade and job responsibilities who are known to the rater. In order to describe the soldier being rated, 15 prescribed desirable traits, ten undesirable traits, and ten specific questions concerning the man are provided on the rating form. The rater is the immediate duty supervisor of the enlisted man being rated. He must have had an opportunity to observe the ratee over a period of not less than 30 days immediately prior to the completion of the

¹³ Department of the Army. Special Regulations No. 615-25-60. Enlisted Personnel. Enlisted Efficiency Reporting. Washington:25 January 1951. Sec. I, Par. 1a.

rating. The rater normally is a commissioned, warrant, or noncommissioned officer: one who has had daily contact with the ratee in respect to his duty assignment.

In addition to a rating by the immediate supervisor, the rating form must be endorsed by the commissioned officer who is the immediate superior of the rater in the chain of command. The endorser is provided with ten questions which he is required to answer concerning the ratee. These questions are constructed in such a manner as to reflect the endorser's opinion as to how well the ratee performs in his duty assignment. The endorser is also required to rate the rater in terms of the degree to which he is associated with, and has the opportunity to observe, the man being reported on; and in terms of the severity, impartiality, or laxness of the rater's rating characteristics.

Intermediate and Final Endorsements. Intermediate commanders of the applicant for promotion are distinguished from the final commander in that the latter is the designated promoting authority of the candidate. The intermediate commander having custody of the personnel records of the candidate must add to the promotion application his endorsement, with concurrence or non-concurrence in the recommendation of the immediate unit commander. All applications of candidates who are prima facie eligible whether or not approved by the unit commander, must be forwarded to the promoting authority by the intermediate commander. Any higher intermediate

commander in the chain of command, and at an echelon below the promoting authority, may require the routing of applications through his own headquarters for review and endorsement before final routing to the promoting authority.

Upon receipt of the applications of eligible candidates, the promoting authority conducts a careful review, giving special attention to cases where immediate unit commanders have indicated disapproval of the application. Intermediate commanders' endorsements also are carefully noted. In questionable cases, special efficiency reports are utilized by the promoting authority in reaching a decision as to the candidate's fitness to proceed with the advancement requirements. The promoting authority makes a final determination of "accepted" or "rejected" applicants and makes an appropriate entry on the application form. The acceptance of a candidate's promotion application by the promoting authority constitutes his authorization for the candidate to take the appropriate competitive job proficiency promotion examination.

Competitive Promotion Examination. A salient feature of the Career Guidance Program is the requirement that all career candidates for promotion to pay grades E-4 through E-7 be examined for job proficiency under uniform, Army-wide, competitive standards. By definition, a job proficiency examination is "a standardized procedure for measuring proficiency in the essential duties of a particular specialty by examination, which

may be either written, oral, and by practical performance, or a combination thereof.¹⁴ These examinations are developed and published by the Department of the Army in conjunction with the major commands and administrative and technical services. Job proficiency examinations are designed for each MOS within a Career Field, based on the detailed job description developed for that specialty. Competitive examinations under the Career Guidance Program, as originally planned, were to be held annually for candidates for promotion to pay grade E-5 and above, and semi-annually for candidates for promotion to pay grade E-4. Examination dates for specific MOS's in the various Career Fields were to be announced by the Department of the Army.

Examining and Computing Agencies, established by the major commanders and heads of administrative and technical services around the world, perform various functions necessary to the administration of the Army promotion examination program for the units in their assigned areas. These functions include:

- 1- Receipt of approved Applications for Advancement from promoting authorities.
- 2- Direction and supervision of the administration of job proficiency examinations for all applicants for whom approved applications have been received or who are clearly eligible for promotion.

¹⁴ Circular No. 202, 1948. Sec. I, Par. 2g.

- 3- Scoring of examinations and enlisted efficiency reports.
- 4- Computation of composite scores to be used in determining which candidates have fulfilled all the requirements for promotion.
- 5- The preparation of required reports; completion and return to proper authorities of all processed promotion applications; and such other matters as may be required to insure that examinations are properly conducted and results communicated to appropriate authorities.

The composite score, which is the basis for determining eligibility for promotion, is computed by the designated Computing Agency in accordance with specific instructions from the Army Department. Various factors of advancement qualification, such as proficiency examination score, efficiency rating, months of experience in a prerequisite MOS, etc., are assigned a certain weight and these weighted scores are added in order to arrive at a final, numerical composite score. Promotion "cut-off" scores for each MOS examination are established by the Department of the Army and announced to the Service.¹⁵

One other type of examination -- the Basic Military Subjects Examination -- is given to all soldiers as a requirement for advancement from pay grade E-1 to E-2. This examination, which is non-competitive, is designed to test the soldier's knowledge and proficiency in fundamental military skills, customs and regulations, and is administered at the end of the basic training period.

¹⁵ Department of the Army. Special Regulations No. 615-25-65. Enlisted Personnel, Promotion and Qualification Examinations. Washington: 14 February, 1951.

Promoting Authority. Final action by the designated promoting authority must be accomplished before actual promotion can be effected. Under the Career Guidance Program, promoting authorities have been designated by the Department of the Army in the following manner: Commanders of the major commands have been given the entire operating supervision over promotions of enlisted men and women, in their respective commands. The actual determination of an applicant's right to be promoted to any of the three highest pay grades, E-5, E-6, and E-7, the administration of his promotion examination, and the actual accomplishment of his promotion are prerogatives of the commander of a major command. The only limitation upon the major commander is the determination of the number of promotion vacancies in the three highest pay grades by the Department of the Army on the basis of Servicewide pooling.

Regimental and separate battalion commanders have been given reviewing and endorsement control over promotion in the higher grades, and final responsibility for vacancy determination and promotions to pay grade E-4. The company, battery, and troop commanders have been designated the final promoting authorities for their assigned personnel in respect to advancement from pay grades E-2 and E-3. Further promotion control has been granted commanders at this level through their assigned responsibility as endorsing authorities on efficiency ratings and promotion applications of enlisted men and women of higher pay grades attached to their

units. ¹⁶

Position Vacancies. The final consideration before promotion in the noncommissioned officer grades is the presence or absence of a specific position vacancy in the grade for which the qualified soldier is a candidate. Under the Career Guidance Program, all vacancies in the highest three enlisted pay grades are pooled on an Army-wide basis, and the determination of the vacancies available, to be filled by promotions, is made by the Department of the Army. For promotion to pay grade E-4, position vacancies are determined by the designated promoting authority in accordance with the established organizational structure of his command. Such structures are set forth in the applicable Tables of Organization and Equipment, or Tables of Distribution, which indicate by number, grade and MOS, the personnel authorized for each individual activity. Where specific position vacancies do not exist within the local command, authority is granted to effect the promotion of otherwise qualified candidates who have completed a prescribed period of service in grade longer than that currently designated for promotion to pay grade E-4 under normal circumstances.

ENLISTED PATH TO PROMOTION UNDER PRESENT CONDITIONS.

The effect of the Korean War on the Army enlisted promotion system has

¹⁶ Circular No. 202, 1948. Sec. I, Par. 3a.

been to cause the suspension of certain portions of the Career Guidance Program and the introduction of extensive changes in promotion procedure. On August 9, 1950, in a message to the entire Service, the Adjutant General announced the cancellation of all Career Field promotion examinations scheduled to be held after August 15, and the suspension of certain other features of the career and non-career promotion systems.¹⁷ Prior to this order, competitive promotion examinations had been held in the Career Fields of Food Service, Armored, Infantry, Artillery (in December 1949 and January 1950) and Finance (in August, 1950.) Career Guidance promotion procedures in these fields were to be carried out as provided under previously published directives concerning the Career Guidance Program. All other enlisted personnel, whether classified as career or non-career, were to come under the newly established promotion procedures until further notice. Remaining unintroduced Career Fields will continue to be introduced together with instructions for converting the MOS's of non-career field personnel into the authorized MOS's of these new fields, but promotions of all soldiers will follow the path indicated below. All promotions after September 1, 1950, are to be temporary.

Promotable Status. All candidates for promotion must continue to be in a promotable status as previously described on page 17.¹⁸

¹⁷ Army message. TWA, WCL 34700, TAG. 9 August 1950.

¹⁸ Army message. TWA, WCL 34700, TAG. 9 August 1950. Par. 11

Service Time Requirements. Specific periods of time in grade or

time in service no longer are required for promotion regardless of pay grade where local position vacancies exist. For promotion to pay grades E-2, E-3, and E-4, without regard to local position vacancies, prescribed periods of time in grade or time in service continue as requirements. No promotions to the upper three pay grades, regardless of whether or not local position vacancies exist, can be made without the specific authorization of the major commanders, and service time requirements do not apply to such promotions.¹⁹

Application for Promotion. Because of the suspension of the

competitive, Army-wide promotion examination feature of the Career Guidance Program, only those standard Application for Advancement forms which were submitted for promotion in Career Fields in which examinations already had been held were processed through to completion. Applications for promotion under the present emergency conditions will be made in such form as prescribed by designated promotion authorities or by higher command echelons.

Qualifying Training. The Army training program, both formal and

informal, as described in the preceding section, is not affected by the establishment of new promotion procedures.

Immediate Unit Commander's Endorsement. All candidates for

promotion must continue to be recommended for promotion by their immediate unit commander; although such recommendation need not be reduced to writing for the promoting authority.

¹⁹ Army message, TWX, WCL 34700, TAG. 9 August 1950. Sec. II.

Efficiency Rating. Efficiency ratings of promotion candidates

have not been suspended as qualifications for promotion. Annual efficiency ratings will continue to be rendered on all enlisted persons of the higher three pay grades, and on all applicants for promotion to pay grade E-4 and above.

Intermediate and Final Endorsements. The requirement of en-

dorsement of promotion applications by the intermediate and final commanders of the candidate will be subject to the directives established by the promoting authority or the major commander concerned.

Competitive Promotion Examination. As indicated in the opening

paragraph in this section, all Army-wide competitive promotion examinations under the Career Guidance Program have been suspended until further notice, with the exception of those examinations previously completed.

Promoting Authority. Commanders of regiments or separate or

detached battalions, or any similar separate organization for which the grade of lieutenant colonel is authorized as commander, are designated promoting authorities for promotions to pay grades E-4, E-5, E-6 and E-7.

Commanders of companies or similar type organizations are designated promoting authorities for promotions to pay grades E-2 and E-3.

Position Vacancies. In most cases, local position vacancies must

exist before promotions can be made to fill those vacancies. The determination of local position vacancies is made by designated promoting authorities

in the following manner. The actual assigned personnel strength, by pay grade, in the units under his command, are subtracted by the promoting authority from the authorized pay grade positions established for those units by the applicable Tables of Organization or Distribution. The resulting pay grade positions constitute the vacancies to which promotions may be effected. Commanders of major commands are authorized by the Department of the Army to direct promoting authorities to promote qualified candidates to fill these existing local vacancies. However, in order to maintain an established, major command-wide ceiling in the higher four pay grades, promotions to pay grades E-4 through E-7 have been limited to 80% of the existing local vacancies.²⁰ Promotions to the lower pay grades may be made by promoting authorities to fill all local position vacancies in pay grades E-2 and E-3. Further provisions are made to promote qualified candidates to pay grades E-2, E-3, and E-4, without regard to local position vacancies provided service time requirements are fulfilled.²¹

SELECTIVE CRITERIA USED IN THE PROMOTION OF SOLDIERS FROM PRIVATE FIRST CLASS TO CORPORAL

In the preceding sections the general systems used by the Army in making promotions of enlisted men under the Career Guidance Program and under the present emergency conditions were described. In spite of the temporary

²⁰ Army message. TWX, WCL 34700, TAG. 9 Aug. 1950. Par. 6.

²¹ Cf. p. 35.

suspension of some of the promotion features of the Career Guidance Program, the underlying principles employed in the Army's enlisted personnel administration system are those established under the Career Guidance Plan. It is reemphasized that this is the continuing, long-range program, the suspended features of which will be reestablished at such time as the current problems of mobilization, expansion of training, combat operations and international uncertainty can be resolved and a degree of stability can be expected and maintained.

In order to illustrate the specific applications of the Career Guidance Program under the promotion procedures laid down for introduced Career Fields prior to the Korean crisis (and which will be resumed as permanent features sometime in the future) the path of promotion from private first class to the noncommissioned officer rank of corporal in a typical Military Occupational Specialty will be traced.

As indicated in the preceding section, the promotion provisions in the introduced Career Fields for which competitive examinations had been scheduled before August 15, 1950, were not affected by the Adjutant General's suspension order.²² Examinations in the Finance Career Field were held in the early part of that month. The examination for Finance Clerk, MOS 4624, pay grade E-4, the last career examination administered before

²² Cf. p. 34.

the cancellation order went into effect, was held on August 11, 1950. It is this MOS which has been selected for illustrating the steps to be taken by the PFC in order to qualify as a corporal under the Career Guidance Program. Summarized, the duties of the Finance Clerk, E-4, are to prepare, compute and process pay and allowance accounts of military personnel, and vouchers; to prepare checks and bonds; and to assist in preparing and keeping account records and supporting documents.

The PFC candidate for promotion first must be in a promotable status. This means that he must be carried on the standard morning report of the unit to which he is assigned for duty in one of the following categories:

- 1) Present for duty,
- 2) Present not for duty when sick in quarters,
- 3) Absent sick,
- 4) Absent with leave, or
- 5) Absent on temporary duty or detached service.

Absence without leave or as a result of confinement or arrest; under charges or sentence of court martial; under restriction as a result of disciplinary action; or missing, are categories which exclude a candidate from promotable status. A PFC who is otherwise eligible for promotion to corporal may be promoted, at the discretion of the promoting authority, upon his restoration to promotable status.

As a requirement for promotion to corporal, the PFC must have completed a minimum of 9 months' time in pay grade E-3 for promotion to

an existing local vacancy in his specialty. There is no total service time requirement for such a promotion. In order to be promoted when no specific local position vacancy exists, the PFC must have completed 15 months' time in grade, or 34 months' total service.²³

The PFC candidate for promotion must submit, normally no later than 45 days prior to the scheduled examination date, a standard Application for Advancement through his immediate unit commander. Information which the applicant must provide includes his name, serial number, unit, permanent grade status, present MOS, date of acquiring present grade, total months in grade and service, dates of all enlistments, grade and MOS to which advancement is desired, title of examination required for promotion, qualifying training completed, date of application and signature. All the information provided by the applicant is subsequently reviewed and verified by the personnel section which has custody of his service record.

In order to acquire the necessary degree of knowledge and skill for successful completion of the competitive job proficiency promotion examination, the PFC must undergo a period of qualifying training in the duties of the MOS for which he is a candidate. At the present time, there is no formal service school course available at the Army Finance School, St. Louis, Missouri, in the Finance Career Field at this level. However, a course is

²³ Circular No. 22, 1950. Par. 2a(1) and (2).

being prepared which, though not a mandatory requirement for promotion, will be made available to qualified persons in pay grade E-3 who desire formal training in finance procedures applicable to MOS 4624. In the absence of a formal school course, the candidate for promotion to Finance Clerk is obliged to obtain his qualifying training through the means of on-the-job instruction and self-study.

The preparation and conduct of an informal, on-the-job training program is a responsibility of the unit commander, in accordance with the policies set by the Chief of Staff and directed by the Chief, Army Field Forces. On-the-job training, as conducted in the unit, is based on the duties and qualifications prescribed for the MOS in the detailed job descriptions published for each Career Field. Under the direct supervision of qualified unit personnel, the candidate for promotion to the MOS of Finance Clerk is trained in the detailed duties and tasks of MOS 4624. The requirements of this MOS necessitate a training program that will prepare the prospective Finance Clerk in the detailed functions of enlisted and officers' pay computation; mileage, per diem, and commercial bills computation; bookkeeping; check writing, bond issuance and preparation of abstracts; and assistance to fiscal specialists. The detailed duties and responsibilities of these functions are presented in Appendix VII.

In addition to becoming able to perform all the detailed duties prescribed by the MOS, the trainee must acquire the following special

qualifications:

- (1) The ability to make rapid and accurate arithmetical computations involving fractions and decimals,
- (2) The ability to operate electric and hand-operated addressograph and graphotype equipment, adding machines, calculating machines and standard typewriter,
- (3) Familiarity with Department of the Army fiscal code and directives governing accounting for receipts and payments by disbursing officers, and
- (4) Familiarity with current manuals, regulations and other directives pertaining to fiscal and disbursing activities. ²⁴

As a further means of qualifying himself for successful completion of the competitive promotion examination, the PFC promotion candidate is given an opportunity and is encouraged to undertake a program of self-study in the specialized field of his interest. There is available, and will be in all other Career Fields, a self-study guide for Finance Clerk. The stated purpose of the guide is to make available an outline for self-study and guidance to enable candidates to qualify better for the MOS 4624. The guide is designed to provide additional incentive for self-study and to focus

²⁴ Department of the Army. Special Regulations No. 650-135⁻¹.
Career Guidance, Finance Career Field. Washington: 5 December 1949.

attention upon the fundamentals and principles of fiscal procedures, disbursing, and disbursing accounting necessary for successful completion of the examination for Finance Clerk. It includes a list of the pertinent references, exploratory questions and review procedures which, in scope, are designed to cover the detailed duties set forth in the job description of the MOS.

In composition, the study guide consists of 18 topical study units and a review unit. Each of the study units includes an analysis of the material covered in the unit, a list of exploratory questions on the study material, and a list of the references pertaining to the subject matter. By topic, the 18 study units of the guide are as follows:

- " Unit 1. Fiscal Code.
- Unit 2. Fiscal Accounting at Field Installations.
- Unit 3. Operating Agencies and Their Activities.
- Unit 4. Cost Accounting at Class I Installations.
- Unit 5. Pay of Military Personnel.
- Unit 6. Commercial Bills.
- Unit 7. General Provisions, Restrictions and Prohibitions
Governing the Accountable Disbursing Officer.
- Unit 8. Acquisition of Public Funds.
- Unit 9. Schedules of Disbursements and Collections.
- Unit 10. Disposition of Public Funds.
- Unit 11. Special Deposit Accounts.
- Unit 12. Internal Records.
- Unit 13. Adjustments.
- Unit 14. Account Current and Statement of Depository
Account and Report of Checks Drawn.
- Unit 15. Secret and Confidential Vouchers and Report of Payments.
- Unit 16. Agent Officers' Appointment and Responsibilities.
- Unit 17. Preparation of IGD Form 3.
- Unit 18. Travel Allowances." 25

²⁵Department of the Army. Pamphlet No. 14-2. Self-Study Guide for Finance Clerk (MOS 4624). Washington: 27 July 1950. p. 4.

In order to show the organization and type of content of the study unit, the text of Unit 1, Fiscal Code is reproduced below.

- a. Scope. Develops the required knowledge of the meaning and application of the terminology and numerical accounting classifications.
- b. Analysis.
 - (1) Construction and usage of expenditure and expenditure refund accounting classifications.
 - (2) Construction and usage of appropriation reimbursement and receipt account symbols.
- c. Exploratory Questions.
 - (1) List the various types of appropriations.
 - (2) List five types of collections and properly code an example of each type.
 - (3) Define three types of allotments with the proper use to which each may be applied.
 - (4) Define the required elements of any specific allotment.
 - (5) Consider the functional aspect of operating agency codes and field fiscal station numbers.
 - (6) Can you construct an expenditure classification?
 - (7) Are you familiar with the various receipt account symbols? Can you find them with facility in the proper regulation?
 - (8) Select disbursement and collection vouchers at random in your office and verify the correctness of the accounting classifications quoted thereon by use of the proper reference.
- d. References.
 - (1) Introduction to fiscal coding and terminology - SR 35-210-1.
 - (2) Operating agency codes - SR 35-210-3.
 - (3) Fiscal station numbers - SR 35-711-series.
 - (4) Special deposit and receipt account symbols - SR 35-210-5-6.
 - (5) Trust funds, transfer appropriations and working funds - SR 35-210-11-12-15-17-18-19-20.
 - (6) General and special appropriations - SR 35-210-46-47-48-49-50. " 26

²⁶ Ibid. pp. 4-5.

Other study units are organized in a similar manner to cover the subject material of the particular topic. The questions in the study unit are not necessarily or similar in type to the questions contained in the competitive job proficiency promotion examination. Study-guide questions were designed to make the soldier think in terms of the material to be covered. A few examples of the type of questions (multiple choice) to be encountered in the examination are presented. After conscientious completion of the work outlined in the study-guide, the soldier should be confident of his ability to complete the promotion examination successfully.

The Application for Advancement of the PFC candidate for corporal must be endorsed by the immediate commander of the unit to which the soldier is assigned or attached. The unit commander, in considering the basic qualifications of the promotion candidate may endorse the application as either approved or disapproved. In cases where disapproval is indicated, the reason must be included on the application. However, the unit commander may not stop or delay the promotion application which must be forwarded immediately for further processing by higher echelons of command.

A special efficiency rating report must be attached to the promotion application, in accordance with the procedures described in the first section of this chapter. However, in the case of a candidate for promotion to Finance Clerk, E-4, if a regular annual or classification efficiency report had been rendered on the promotion candidate within the 90 days preceding the submission of the application, that report could be used in lieu of a specially

prepared promotion report. Present directives reduce this exception from 90 to 60 days. The efficiency rating report is scored by the responsible Computing Agency in accordance with specific instructions issued by the Department of the Army. Each computing agency is provided with a "Universal Conversion Tables" kit made up of 700 cards containing tables for the conversion of raw scores to standard scores. The Department indicates the conversion table to be used and the agency computes the standard score. This score is given a weight as directed by the Department and becomes an element of the final composite score of promotion eligibility. A standard score of 61 on the latest efficiency report was established as the score below which candidates were ineligible to take the competitive examination for promotion to Finance Clerk, pay grade E-4.

The next step in the promotion process of the PFC to corporal is the endorsement of his application by the intermediate command authority. This endorsement relates to his eligibility as determined by the personnel office having custody of his service record. Eligibility is based on verification of the information provided by the candidate on the application form. Each qualification item is checked for accuracy by the personnel section, and the applications of those candidates who are found eligible, whether or not approved by the immediate unit commander, are so endorsed by the intermediate commander. The applications of ineligible candidates are returned to the candidate with an explanation of the ineligibility. Those applications which are endorsed by the intermediate commander as eligible may be further

endorsed to indicate his concurrence or nonconcurrence with the recommendations made by the immediate unit commander. Commanders at echelons between those of the commander having custody of the candidate's service record and the final promoting authority may require routing of the application through them for review and endorsement.

The final step in the path to advancement, prior to the actual administration of the promotion examination, is the acceptance or rejection of the candidate's application by the designated promotion authority. This officer is required to subject all applications to a careful review and make a final decision as to which candidates are acceptable for examination. The PFC whose application for promotion has been endorsed as accepted is considered to be prepared and qualified in all respects to take the scheduled examination. In the case of the candidate for promotion to the grade of corporal in the specialty of Finance Clerk, the last examination was held on August 11, 1950, at 1300 hours, except where special circumstances intervened, throughout the Army establishment.

Successful completion of the Army-wide competitive promotion examination for Finance Clerk is the climactic qualification step required of the PFC candidate for promotion to corporal in that specialty. The examination, as last administered, was held throughout the Service on the same day and under standardized conditions prescribed by the Army Department. Examination stations and officer proctors were detailed by each major

command to carry out the procedures specifically directed for examining officials. Upon completion of the examination, it was scored by the appropriate Computing Agency. Under the prescribed weighting procedure a final composite score was arrived at which reflected the candidate's final qualification for promotion in all factors under consideration.

The promoting authority has the responsibility for effecting final promotions to pay grade E-4 within his command. All vacancies in MOS 4624 which exist throughout the command are pooled, and promotions are made to fill those vacancies by successful candidates with nine months' service in pay grade E-3 in the order they are ranked on the eligibility list. After all existing vacancies are filled, the candidates next on the eligibility list who have completed 15 months' service in grade or a total of 34 months' time in service are promoted even though no position vacancies remain. The remaining candidates on the eligibility list who have failed of promotion, either through the absence of position vacancies or the lack of sufficient service for automatic promotion, may resubmit their Applications for Advancement and be considered for promotion without re-examination when the next semi-annual promotion period is scheduled. The effect of these provisions is that PFCs with the highest competitive scores are promoted first to fill existing vacancies; and those with 15 months' service in grade or 34 months' total service who have completed successfully the qualification process are assured of automatic promotion without regard to position vacancies.

CHAPTER III
THE NAVY SYSTEM FOR THE
ADVANCEMENT OF ENLISTED PERSONNEL

THE PROGRAM FOR SELECTION
AND ADVANCEMENT

POST-WAR RATING STRUCTURE: The Navy system for the advancement of enlisted personnel is based on the Post-War Rating Structure which was placed in effect throughout the naval service on April 2, 1948.¹ Charted, this rating structure shows the normal path of advancement of the enlisted recruit through one of seven general apprenticeships - seaman, fireman, constructionman, airman, hospitalman, dentalman, and stewardsman - into one of twelve occupational groups. These occupational groups include the areas of Deck, Ordnance, Electronics, Precision Equipment, Administrative and Clerical, Miscellaneous, Engineering and Hull, Construction, Aviation, Medical, Dental and Steward. Advancement from any of these occupational groups terminates the general apprenticeship phase of the enlisted man's career and constitutes the acquisition of petty officer status and a rating in one of 62 specific job fields. (Appendix V) All job field ratings begin at pay grade E-4 (Petty Officer, Third Class) and subsequent progress is made in that job field through pay grades E-5 and E-6 up to pay

¹ Bureau of Naval Personnel. Proceedings of the Personnel Officers' Conference, 1949. Washington: 1949. p.

grade E-7 (Chief Petty Officer.)

The term "rating" as used in the Navy applies to an occupational job field which requires, basically, related aptitudes, training, experience, knowledge and skills. A rating includes pay grades E-4, E-5, E-6 and E-7 only. Advancement in rating is used to express an increase in pay grade within a rating. The term "rate" in Navy parlance identifies enlisted personnel occupationally by pay grade. Every enlisted pay grade has a corresponding rate title as well as a grade title. Advancement in rate is used to express an increase in the lower three pay grades only, however. For example, the advancement of an airman (pay grade E-3) to the rate of Aviation Machinist's Mate, Third Class (pay grade E-4) is an advancement in rate. The advancement of the Aviation Machinist's Mate from third class to second class (pay grade E-5) is an advancement in rating.²

As do the other military services, the Navy employs its own system of job classification in order to identify the particular skills within a particular job field, or rating. Unlike the other two services under consideration, the assignment of a Navy Job Classification and corresponding code number does not limit the skill and duty assignment of the sailor. The Navy concept of job classification is that the sailor must become proficient in all the duties and tasks prescribed by his particular rating. Having once been rated, the

² Bureau of Naval Personnel. Bureau of Naval Personnel Manual. (NavPers 15791). Washington: 1948. Art. C-7202.

sailor is assigned one or more Navy Job Titles and Codes to identify the specific skills in which he is most proficient within his rating. The Navy job classification system lists, codifies and defines approximately 1100 different types of jobs performed by enlisted men and women. Provisions are made to expand the 62 peacetime ratings into approximately 200 narrower and more specialized ratings in time of emergency in order to utilize more effectively the specific civilian skills which become available during periods of wartime mobilization. A guiding principle of Navy personnel policy is that

"the key to an effective peacetime naval organization is the broadly trained enlisted person. It must always be remembered that the job classification identifies a skill. It does not imply that the skill indicated is the person's only skill or that he is not capable of learning other skills. Under no circumstances shall the assigned classification be considered as restrictive with respect to the assignment of duties, the performance of assigned duties, or training." ³

SERVICE-WIDE COMPETITIVE EXAMINATIONS: The advancement to all Navy petty officer rates is based on service-wide competitive examinations. ⁴ This policy was announced by the Navy Department in January, 1950, and the first service-wide competitive examinations for advancement to the petty officer grades of first, second and third class were given in July, 1950. Prior to the adoption of this policy, only applicants for advancement to Chief

³Bureau of Naval Personnel. Manual of Enlisted Navy Job Classifications. (NavPers 15105 Revised). Washington: November 1949. p. 9.

⁴ Department of the Navy. Navy Department Bulletin. Bureau of Naval Personnel Circular Letter No. 12-50. Washington: 31 January, 1950.

Petty Officer (Acting Appointment) were required to compete on the basis of service-wide examinations. The present system of a single, service-wide competitive examination for advancement to each of the petty officer rates in specific job fields places all candidates on an equal basis. For example, a Seaman stationed at Pearl Harbor, Hawaii who wishes to qualify for advancement to Petty Officer, Third Class in the specific job field of Gunner's Mate will take an identical examination to that taken by another Seaman striking for the same rate in Newport, Rhode Island, and on the same date.

The preparation and grading of these service-wide examinations are functions of the Naval Examining Center in Norfolk, Virginia. The content of the examinations is based on the qualifications prescribed for each specific rating as listed in the Bureau of Personnel "Manual of Qualifications for Advancement in Rating" (NavPers 18068). Such examinations deal with the technical and professional aspects of the 62 specific job fields and are distinct and separate from the military examinations required of all petty officer candidates regardless of the job field concerned. This latter type of examination is more directly related to selection on the basis of military qualifications, and it will be outlined in a subsequent section.

ENLISTED PATH OF ADVANCEMENT: Competitive examination is not the only factor to be considered in the advancement of Navy enlisted personnel. There are a series of qualification steps which must be completed by the sailor before he is considered eligible in all respects to assume the duties and responsibilities of the next higher rate in the job field of his choice. The

entire path to advancement involves successful qualification in all of the factors indicated below. Before an enlisted person may be advanced in rate or rating he must have met the following requirements.

Requirements as to length of service. A definite period of time in pay grade is required for each advancement. These periods are set at the minimum allowable time in which it is considered that the vast majority of men can gain sufficient experience and training while in their present grade before assuming the duties and responsibilities of the next higher grade. However, these service requirements are lengthened or shortened to meet the practical needs of the service. In time of peace, service requirements are longer than in time of emergency, mobilization, expansion, or war. In addition to the requirements for specific periods of service in grade, certain periods of sea duty may be required for eligibility for advancement to particular grades.

Requirements as to performance marks. Navy personnel policy requires that all enlisted persons (with a few exceptions) be assigned quarterly marks reflecting their performance of duty.⁵ The assignment of marks is an important duty of the responsible officers and is performed at the division or department level, after consultation with junior officers, warrant officers, chief petty officers, and petty officers under

⁵ Bureau of Naval Personnel Manual. Art. C-7821

whom the individual concerned works. All marks are subject to the approval of the executive officer, acting for the commanding officer of the unit. Subjects for which marks are assigned include:

(a) Proficiency in Rate, required for all personnel except recruit trainees, students under instruction, transient personnel and naval hospital patients. Proficiency in rate is the summation of the various elements that go to make up the service character of an enlisted person, and the mark assigned is intended to be sufficient in itself to denote a person's ability, habits and character: it indicates the individual's value to the service in his particular job field.

(b) Seamanship, required for all personnel of all rates in the occupational groups of Deck and Ordnance. Persons in other occupational fields may be assigned marks in seamanship under appropriate circumstances when their duties have been such as to require a knowledge and ability in this function.

(c) Mechanical Ability, required for all personnel of all rates in the occupational groups of Ordnance, Electronics, Precision Equipment, Engineering and Hull, Construction and Aviation. Persons in other occupational fields may be assigned marks in mechanical ability when appropriate.

(d) Leadership, required for all personnel in pay grade E 4 and above (all petty officers) and may be assigned to non rated persons under appropriate circumstances.

(e) Conduct, required for all personnel of all rates and pay grades. The Navy grading system is standardized throughout the service and is based on a graduated point-decimal system ranging from 1.0 to 4.0. The highest grade attainable is 4.0 and a mark of 2.5 is the minimum acceptable passing grade. In assigning a mark in conduct, any grade below 4.0 must be accompanied by a written entry in the individual's service record explaining the reason for the imperfect mark assigned.

Satisfactory completion of a Navy training course. Where a prescribed course is available for the rate to which the candidate is being prepared, satisfactory completion is required as a qualification factor for advancement. Official Navy training courses exist for most enlisted rates and ratings. Currently, many of the training courses now in distribution are being revised and reissued to fit the standard qualifications prescribed for each rating. These courses are published by the Bureau of Naval Personnel and are of two types. Rating courses contain subject matter based on the knowledge and skills required for advancement to specific rate, an example of which is the course book entitled "Yeoman 2C" (NavPers 10403). Subject area courses contain subject matter based on the knowledge and skills which are required by more than one rate or rating. An example of this type of course book is "Use of Blueprints" (NavPers 10621). These courses are in the form of self-study manuals and include textual information, illustrations and

diagrams, and objective type examinations on each phase of the course, which must be completed and passed satisfactorily by the trainee.

Supervision of the study and examination in training courses is the responsibility of a designated officer of each command. A record of satisfactory completion of each training course is made by entry in the individual's service record. When no training course exists for a particular rating, it is recommended that the best available substitute be completed. In order to assist in complementing the Navy training course system, the United States Armed Forces Institute has compiled a classification of USAFI courses in accordance with their application to the requirements of the 62 Navy ratings. This classification has been given wide distribution by the Bureau of Naval Personnel to assist candidates for advancement in preparing themselves for competitive examination in rates for which no compulsory training course has been published.⁶ The preparation and publication of Navy training courses covering job fields not presently or adequately covered continues and will continue insofar as is practical.

Satisfactory completion of a course of instruction at a service school, when such is required for a specified rate. Not all candidates for advancement in rate are required to attend a service school. From time to time, it is considered that existing school courses

⁶ Proceedings of the Personnel Officers' Conference, 1949. p. 79

should be completed for certain rates prior to becoming eligible for advancement to those rates. Current lists of required schools for certain job fields are promulgated to the service by the Bureau of Naval Personnel, with adequate advance notice before new school requirements are added. Navy service schools are designed and maintained to assist the forces afloat by giving instruction and training ashore when, because of the time involved and the unavailability of facilities, fleet units are unable to provide adequate training.

There are four classes of service schools: Class P schools which are designed to conduct training at a preparatory or basic level, an example of which is the Aviation Fundamentals School; Class A schools, which are designed to conduct training in the ground work and technical qualifications required for petty officer, third and second class in general service ratings, an example of which is the Commissaryman School; Class B schools which are designed to prepare enlisted personnel in the technical qualifications for the higher petty officer rates, an example of which is the Electronics Technician School; and Class C schools which are designed to train enlisted personnel in particular qualifications or skills which do not cover the full requirements for a general service rating an example of which is the Dental Repair school. In addition are the functional training schools for both officer and enlisted personnel designed to conduct training in various specialized auxiliary functions not peculiar to any specific rate. An

example of this type of school is the Fire Fighting School. Personnel selected for assignment to service schools must be properly qualified, in accordance with specific selection requirements established by the Chief of Naval Personnel in current manuals and directives.

Qualification in the practical factors for the rate for which a candidate. Practical factors are defined as:

"...those qualifications which are best determined by observation of the candidate in situations that require a demonstration of his knowledge, skill, and ability under actual or simulated working conditions." ⁷

Practical factors are of two categories: military requirements which are prescribed for all enlisted men of the Navy, and professional requirements which are prescribed for qualification and specific rates. Through them, every enlisted man is required to demonstrate practical ability in the military and nautical skills required of a sailor and in the technical and professional skills prescribed in his occupational group or job field. Specific military practical factors are prescribed for each pay grade. Qualification in such practical factors includes demonstrations by the candidate in Leadership, Division Duties, Training, Infantry Drill, Sentry Duty, Calls and Signals, Recognition, Small Arms, Knots and Splices, Compass, Boats, First Aid, Sound-Powered Telephones, Breathing Apparatus, and Swimming

⁷ Manual of Qualifications for Advancement in Rating. p. iv.

and Life Saving. Some exceptions are made for particular ratings. For instance, all male yeomen are required to demonstrate ability in all of the factors listed above except Signalling, Compass and Boat Handling.⁸ Professional practical factors have to do with the tools, equipment, weapons, methods, and procedures used in the occupational group or job field in which the candidate is seeking advancement.

Practical factors are non-competitive and no relative or absolute mark is assigned, but properly utilized, they indicate definitely whether or not the candidate can perform the required tasks. In order to become eligible for advancement to the next higher grade the prescribed practical factors must be completed to the satisfaction of a responsible superior officer. Satisfactory qualification in practical factors, including the completion of a related training course, is acknowledged by written certification of the commanding officer.

Recommendation by commanding officer. Prior to becoming eligible for advancement in rate or rating, an individual is required to be recommended for a higher rate by his commanding officer. In making his recommendation, the commanding officer takes into consideration the recommendations of the officers and senior petty officers who have been in positions of direct observation and supervision of the performance of duty of the candidate, and who can vouch that the individual

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Bureau of Naval Personnel. General Training Course for Petty Officers. Part I. NavPers(10602-A). Washington: 1950. pp. 55-8.

concerned is capable of performing the duties and responsibilities of the next higher rate. Regardless of having met all other eligibility requirements, if the commanding officer deems the candidate not capable of performing higher duties, in spite of his ability to complete successfully the military and professional examinations, the candidate is not recommended for advancement until such time as he has demonstrated the aptitudes and ability for assumption of higher duties and responsibilities.

Satisfactorily passing an examination on the subject "Military Requirements for All Enlisted Personnel in the Navy." Completion of this examination is required in every instance of advancement in rate or rating, regardless of the occupational group or job field of the candidate. Factors covered in this type of examination include the headings of General Information (concerning the Navy,) Military Etiquette, Seamanship, Safety Precautions, Damage Control and Fire Fighting, Chemical Warfare, Mathematics, Special Duties, Training and Selection, Security and Accountability, and Aviation. The examinations are written and administered in accordance with rigid standardized controls established by the Bureau of Naval Personnel.

Satisfactorily passing a professional examination for the rate involved. Professional examinations exist for all grades within each of the 62 job fields and are patterned to cover the specific technical and professional aspects of the rate for which the enlisted person

is a candidate. The items included in a typical professional examination are presented in Appendix IX. The administration of professional examinations is similar to the procedures established for military examinations.

ADVANCEMENT PROCEDURES: Successful completion of the above qualification steps does not constitute per se authorization for the advancement of the individual enlisted person to a rate or rating. There are several procedural systems, one or more of which have to be followed before advancement can be effected. No advancement can be made except by or through the authority of the Chief of Naval Personnel. Individual commanding officers are delegated authority to effect advancements in rate or rating of qualified enlisted personnel by the following means:

(a) Commanding officers are authorized to make advancements from rates in pay grade E-1 to rates in pay grade E-2, and from pay grade E-2 rates to pay grade E-3 rates in accordance with provisions contained in the Bureau of Naval Personnel Manual and other specific instructions as published.

(b) Commanding officers are authorized to make advancements in rate or rating in certain individual cases when specifically approved and directed by the Bureau of Naval Personnel. Advancement under this system is considered unusual and is only employed when the peculiar circumstances of the individual case are deemed suffic-

ient to warrant an exception to the normal procedures.

(c) The Chief of Naval Personnel may assign to specific administrative or organizational commands advancement quotas for qualified personnel. Under this system, area commanders hold competitive examinations within their areas and authorize advancement of the best qualified personnel within the limits of the quota assigned. Prior to the adoption of the policy of service-wide competitive examination of petty officer candidates in July 1950, this system was widely used throughout the Navy. Its inherent weakness was that it provided no common standard of performance of duty of all personnel who earned promotion thereby. Under the current advancement policy this system has been virtually abandoned.

(d) Advancements may be made from eligibility lists of qualified personnel resulting from competitive service-wide examinations. These eligibility lists are maintained in the Bureau of Naval Personnel in the case of personnel qualified for advancement in rating to pay grade E-7, and by the Naval Examining Center in the case of personnel qualified for advancement in rate or rating to pay grades E-4, E-5, and E-6. Advancements in rating to pay grade E-7 are effected only on authority of the Chief of Naval Personnel and in accordance with the instructions transmitted with his authority. Advancements in rate or rating to pay grades E-4, E-5 and E-6 are effected by commanding officers on authority of Officer-in-Charge, Naval Examining

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Center, within the quotas established.⁹

The relative positions on the eligibility lists are established by multiples which are arrived at by assigning various weights to the qualification factors indicated above. The lineal position of any individual on the eligibility list indicates his relative priority for advancement when vacancies occur and numerical advancement quotas are authorized.

(e) The Personnel Allocation Plan , periodically prepared by the Chief of Naval Personnel, has a direct effect on the number of enlisted personnel who may be advanced in any given pay grade. Based on the Tentative Basic Naval Establishment Plan which is evolved from the Mission of the Navy as determined by the Joint Chiefs of Staff, the Secretary of Defense, and the President, the allocation plan lists every activity in the Navy by functional groups and indicates the total number of enlisted men allowed each activity. The sum total of personnel allowed each activity is equal to the authorized personnel strength of the entire Naval Establishment. The next step in the plan is the development of the pay grade structure within the limits of the total numerical personnel allowance. The Bureau of Naval Personnel has determined the optimum percentage breakdown for each pay grade as follows: E-7 10%, E-6 14%, E-5 17%, E-4 19%, E-3 30%, and E-2 20%. It should

be noted that all assignments of numbers and percentages in the Personnel Allocation Plan are subject to the approval of and/or revision by the Secretary of Defense.¹⁰

In effect, then, the Personnel Allocation Plan establishes the complement for each activity in the Navy and the numerical allowances of enlisted personnel within each pay grade. With these limitations as a framework within which to plan, and with the recommendations of the various bureaus of the Naval Establishment as to their estimated needs for various ratings, the Bureau of Naval Personnel proceeds to assign the numerical allowances for each occupational group and job field ratings by pay grades. In the final analysis, it is these numerical allowances for each rate and rating which determine the number of advancements of eligible candidates, depending on the vacancies that occur. In order for the airman at the top of the eligibility list to be advanced to aviation machinist's mate, third class, there must be a specific vacancy in the Navy-wide allowance for that rate before authority is given for his advancement.

SELECTIVE CRITERIA USED IN THE ADVANCEMENT OF
NON-RATED PERSONNEL TO PETTY OFFICER, THIRD
CLASS

In the preceding section the general system used by the Navy

¹⁰ Proceedings of the Personnel Officers' Conference, 1949. pp.10-13.

in making a dvancements in rate or rating was described. As the emphasis in this discussion is focused on the petty officer, third class, a typical job field will be selected in order to trace the specific applications of the advancement system to a particular grade and rating. For the purpose of illustration, the rate of Aviation Machinist's Mate, Third Class (abbreviated as AD 3), has been selected. The official definition of the scope of the aviation machinist's mate rating states that,

"aviation machinist's mates maintain, repair, test, inspect, adjust, and install aircraft engines (reciprocating and turbin) and accessories, including propellers, carburetors, pumps, oil coolers, and associated equipment. Operate engines and auxiliary power plants for operational and test purposes as may be appropriate." ¹¹

As all third class petty officer rates fall within pay grade E-4, and the occupational group basic to advancement in the aviation job field is composed of airmen in pay grade E-3, the typical petty officer candidate in this section will be referred to as the airman.

The first step in advancement required of the airman is the completion of six months naval service in his present grade. There is no sea duty period required for advancement to pay grade E-4 in any field. ¹²

Performance marks are required for the airman in the areas

¹¹ Manual of Qualifications for Advancement in Rating. p. IX-1

¹² Bureau of Naval Personnel Circular Letter No. 12- 50.
Enclosure (A)

of Proficiency in Rate, and Conduct. In order to be qualified for advancement the airman must have received no mark in Proficiency in Rate less than 2.5 for the preceding six months and a mark of not less than 3.5 for the quarter preceding advancement.¹³ Standardized grading definitions of these marks describe 2.5 as "barely satisfactory to perform duties of rate," and 3.5 as "competent and qualified in all duties of rate; has qualities sufficient to justify advancement." Conduct marks are required to be noneless than 3.0 for preceding six months and an average of not less than 3.5 for six months preceding advancement. Standardized grading definitions of these marks describe 3.0 as "satisfactory; no repeated leave breaking; not more than one offense in sobriety," and 3.5 as "no leave breaking; minor offenses only; not more than one offense in sobriety."¹⁴ There are no performance marks required for the advancement of airmen in the areas of Seamanship, Mechanical Ability, and Leadership.

It is mandatory that all airman candidates for advancement in rate to AD 3 complete the following Navy training courses:

Aircraft Engines (NavPers 10334).

Aircraft Fuel Systems (NavPers 10335)

Aircraft Propellers (NavPers 10336).

General Training Course for Petty Officers, Part I
(Nav Pers 10602-A).

¹³ Bureau of Naval Personnel Circular Letter No. 12-50. Enclosure (A)

¹⁴ Bureau of Naval Personnel Manual. Art. C-7821.

Satisfactory completion of the supplementary information contained in the following Navy publications is also required:

Shipboard Training Manual (NavPers 90110).

Landing Force Manual

The Bluejackets Manual, 1946 (U. S. Naval Institute).

General Training Course for Non-Rated Men (NavPers 10601).

There are other subject area courses, completion of which is not required of the AD 3 candidate, but utilization of which is urged in order that the full benefit of instructional guides is obtained. Such supplementary courses include:

Introduction to Airplanes (NavPers 10303).

Blueprint Reading and Layout Work (NavPers 10305).

Hand Tools (NavPers 10306).

Mathematics, Volumes I and II (NavPers 10069 and 10070).

Airplane Structures (NavPers 10331).

Aircraft Instruments (NavPers 10333). ¹⁵

Attendance at and completion of a service school course is not currently required as a qualification for advancement to the AD 3 rate. A formal training course designed to fulfill the technical require-

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Department of the Navy. Navy Department Buletin. Bureau of Naval Personnel Letter No. 187-49. Washington: 15 November 1949. Enclosure (A).

ments for Aviation Machinist, Third Class, is offered at the Class A school at the Naval Air Technical Training Center, Memphis, Tennessee, for candidates who can meet the qualifications prescribed for selection.¹⁶

In lieu of the completion of a formal service school course, the candidate for advancement to AD 3 is provided with on-the-job training in the duties and tasks of his rating by the activity to which he is assigned for duty. Responsibility for the training of subordinates is a function of command at all echelons, and each organized unit of the Navy is required to establish a training program which will include on-the-job instruction and supervision in the skills required by the practical factors and examination subjects prescribed for each rating. Extensive instructions for establishing such a program are published to the Service by the Bureau of Naval Personnel in the manual entitled "Education and Training", (NavPers 10827). The military and professional practical factors and examination subjects prescribed for advancement to AD 3 are presented in detail in Appendices VIII and IX respectively. Demonstration of the prescribed practical factors to the satisfaction of a qualified enlisted supervisor or responsible officer must be performed by the airman candidate for advancement.

¹⁶ Chief of Naval Air Technical Training. Bulletin of the Naval Air Technical Training Command. Memphis: January 1951. p. A-6.

Like all other candidates for advancement in rate or rating, the airman must have the recommendation of his commanding officer that he is considered in all respects capable and qualified to perform all the duties and responsibilities of the next higher rate. Irrespective of his qualification in the other factors of advancement, if the commanding officer does not consider the airman competent to assume the status of a petty officer in the aviation mechanic rating, advancement will not be affected until complete qualification is considered achieved.

The airman candidate for advancement to the rate of AD 3 is required to pass satisfactorily a service-wide written competitive examination in the military and professional aspects of the job field rating of Aviation Machinists' Mate, pay grade E-4. The first such examination was held in July 1950, followed by the second, semi-annual examination in January 1951. These examinations are centrally graded by the Naval Examining Center, Norfolk, Virginia.

Having completed satisfactorily the above steps toward eligibility for advancement in rate, the airman candidate will be placed on the eligibility list for advancement to aviation machinist's mate, third class, in accordance with the multiple derived from the sum of his grades in each of the factors completed. As previously mentioned,¹⁷

¹⁷
Cf. p. 62

each factor bears an assigned weight which, added together, make up the final multiple and determine the eligibility priority of the individual candidate in competition with all the other candidates for advancement to the same rate and rating. In the case of the AD 3 candidate, the eligibility list is maintained by the Naval Examining Center. As vacancies occur in the allowance for the rate concerned, the Naval Examining Center will transmit authority to the commanding officers of the candidates highest on the eligibility list to effect advancement in rate of those candidates specifically named.

CHAPTER IV
THE AIR FORCE SYSTEM FOR THE PROMOTION
OF
ENLISTED PERSONNEL
THE PROGRAM FOR SELECTION AND PROMOTION

AIRMAN CAREER PROGRAM: The Air Force system for promotion of enlisted personnel is based on the Airman Career Program which is in a transitional period of conversion from the former system inherited from the Army. Final implementation date was set for 31 December 1950 and complete conversion throughout the service has been almost entirely accomplished.¹ The basic substance of the program is the grouping of all Air Force occupations into 42 Airman Career Fields (Appendix VI), each of which is made up of functionally related, specialized occupations requiring similar skills and operations. Such specialized occupations, of which there are more than 400, are known as Air Force Specialties (AFS) a term analogous to the Army's Military Occupational Specialties. Each Air Force

¹ Department of the Air Force. Air Force Letter No. 35-360.
Washington: 30 August 1950.

Specialty has a corresponding code number (AFSC).

Every career field has a progression chart showing the integral Air Force Specialties and the path of advancement from a lower to a higher AFS within that field. Some career fields have subdivisions, or separate branches, of specialties through which the airman may progress. Through the application of a system of aptitude tests, known as the Airman Classification Test Battery, the basic airman's potential abilities and interests are determined and he is guided into one of several career fields in which future success is predicted by the test scores. Initially rated as "Unskilled", the Airman must attain the rating of "Semi skilled" before he can acquire the non-commissioned officer status of Corporal (pay grade E-3 in the Air Force) and a further rating of "Skilled" before advancing to Sergeant (pay grade E-4).² Subsequent progress in the career field is made through pay grades E-5 and E-6 up to the "Supervisor" rating of Master Sergeant (pay grade E-7). With each change in pay grade number and title there is a change in AFS code number and title. There is some overlap in skill level rating between pay grades as will be explained later in the discussion. It should be noted that the Airman Career Program includes progression to the warrant officer grades, but consideration of these grades is beyond the scope of this thesis.

² AFR 39-38. Sec. I, Par 13 g and 13 h.

DECENTRALIZATION OF PROMOTING AUTHORITY: A distinctive feature of the enlisted promotion system of the Air Force is the delegation of the authority to administer promotion procedures to major and subordinate commanders by Headquarters, U. S. Air Force. General policies and some specific policies are determined at the Headquarters level, and promulgated to the service by means of Air Force Regulations, Letters, and other published directives. Implementation of these directives, and compliance with the specific provisions therein, is a function of the major air commands which, in turn, may issue further consistent directives and delegate the administration of promotion, including classifying, training, examining, and selecting candidates for advancement, to subordinate commands. Authority to promote airman to pay grades E-2 and E-3 may be delegated by the major air commands as far down as the squadron commander level, while delegation of authority to promote airmen to pay grade E-4 and above is limited to the level of commanders of air groups or comparable organizations.³

The Department of the Air Force, in establishing its new promotion policy, has set up various general qualifications which must be met by all candidates for advancement, and other specific qualifications pertaining to the particular Air Force Specialty for which

³ Ibid.

the airman is a candidate. These specific qualifications are set forth in the Airman Career Field and Air Force Specialty descriptions which are published to the service in the form of serially numbered regulations. Each of the 42 career fields is covered by a separate regulation, but all are prepared according to a standard form and contain similar information. Information contained in the career field descriptions includes such items as: the title and scope of the field; the administrative uses of the data presented; a listing of the Air Force Specialty titles and code numbers in the field; a graphic chart of all subdivisions of the field; and, for each AFS in the field rated as "Skilled" or higher, a job summary, the description of duties, tasks, supervision and control exercised, job requirements, job progression; and a list of basic career courses available for study. As the fundamental means of planning the administration of training, examining, and selecting candidates for promotion, these Airman Career Field and AFS descriptions will be referred to in greater detail in subsequent sections.

ENLISTED PATH OF ADVANCEMENT: The Air Force has prescribed certain qualification factors which must be completed by the airman before he is considered eligible to assume the duties of the next higher Air Force Specialty in his career field. In order to attain qualification in some of these factors provision has been made, through two systems of training, formal and informal, for the airman to prepare himself to

meet the skill requirements for promotion to a higher AFS. The essence of the Air Force program for advancement is that the individual airman, by availing himself of the opportunities and means provided, and with the training and guidance of qualified supervisors and officers, will develop a sufficient degree of competency in his field to permit him to demonstrate his qualification for promotion to a higher specialty grade. The requirements for promotion, not all of which are mandatory, include: prescribed periods of time-in-grade, minimum GCT scores, up-grading in skill level, completion of a formal training school course, completion of an informal training course, demonstration of competency in the AFS for which he is a candidate, screening by a local promotion board, and recommendation for promotion by the candidate's commanding officer. Each of these factors and their means of attainment will be discussed in turn.

Requirements for time-in-grade. Minimum periods are prescribed for time to be spent in each grade before the airman is considered eligible for promotion.⁴ The periods prescribed increase in length with the progression from lower to higher pay grades in order to afford the airman sufficient time to gain the necessary experience and training in his specialty before proceeding to the next higher level. Advancement can be made only one grade at a time. However, min-

⁴ Ibid. Sec. I, Par. 13 i.

imum time in grade requirements can be eliminated, shortened or lengthened to meet current needs of the service depending upon the effects of peace, emergency, mobilization, expansion or war.

Requirements as to General Classification Test scores.

Each Air Force Specialty contains as part of its description the requirement that General Classification Test scores (or the equivalent) of candidates for advancement meet certain prescribed minimums (set at the lowest intelligence level indicative of success in any particular AFS), in order to qualify for promotion. These minimum score requirements vary with the degree of skill and knowledge required in the various specialties. The Air Force is currently replacing the Army GCT with the Airman Qualifying Examination (AQE) which can be scored in the same manner as the GCT. The AQE was developed by the Air Training Command Research and Development Program with the view of establishing a more accurate measuring instrument of the criteria of job success in the abilities required by the various Air Force Specialties. The ultimate accuracy and predictive value of the AQE will be determined by analysis of the data which will result from wide usage on large numbers of airmen.⁵

Requirements as to Skill Level. In order to qualify for promotion to

⁵ Department of the Air Force. Air Force Regulation No. 35-395. Washington: 16 August 1950, and Air Training Command Research and Development Program. Research Bulletin 48-5. Barksdale Air Force Base, Louisiana: 15 November 1948.

the next higher grade the airman must be rated by a Classification Board at the skill level prescribed for that grade in the particular career field in which he is a candidate for specialty advancement. The Air Force employs its own system of personnel classification as a means of identifying accurately the abilities of its enlisted personnel based on data concerning aptitudes, training, experience and interests. The enlisted classification system is a vital factor in the Airman Career program and is used extensively in determining those qualified for promotion. The basic elements of the Air Force enlisted classification system are presented below.

There are four levels of skill which correspond to the enlisted pay grades in the following manner:

Supervisor (or Technician)	Pay grades E-7, E 6
Skilled	Pay grades E-5, E 4, E-3
Semi skilled	Pay grades E-5, E 4, E-3
Unskilled	Pay grades E 2, E 1 ⁶

The rating of "Supervisor" indicates the highest skill qualification in the technical aspects of a particular Air Force Specialty and the ability to exercise a high degree of supervision over the work of others in the career field or its subdivision. A "Skilled" rating indicates full qualification for performance in the duties and tasks outlined in a particular AFS and a "Semi-Skilled " rating indicates partial qualification

⁶ Department of the Air Force. Air Force Regulation No. 35-370. Washington: 6 June 1950. Par. 5c

in those duties and tasks. No job descriptions are written for semi-skilled Air Force Specialties, as the difference between skilled and semi-skilled is primarily one of degree of proficiency. A semi skilled person may be proficient in only a portion of the duties and tasks required by the AFS. This accounts for the overlap of skill level ratings in pay grades E-5, E-3 and E-4. However, it should be noted that all promotions to pay grade E-4 and above require that the candidate be rated as "Skilled" in an AFS.⁷ The unskilled rating applies to airmen in the lower two pay grades who are further classified as either helpers, (those given "entry" assignments to on-the-job training in a broad occupational area.), or basic airmen, (those who are not yet assigned to a job or to on the-job training in any area).

Another feature of the Personnel Classification System is the use of five-digit code numbers (AFSC) to identify Air Force Specialties. Properly interpreted, the AFSC provides the identification of the broad occupational area of which the career field is a part, (the first digit); the particular career field within the occupational area, (the first two digits in combination); the subdivision within the career field, (the third digit); the skill level of the AFS, (the fourth digit); and the Air Force Specialty itself, (the combination of all five digits). For example, one AFS bears the code number 43151. Broken down, this AFSC provides the following information:

⁷ AFR 39-30. Sec. I, Par. 13 h.

First digit (4)	Occupational area of mechanical equipment maintenance
First two digits (43)	Career field of aircraft and engine maintenance
Third digit (1)	Aircraft maintenance subdivision
Fourth digit (5)	Skill level rating of "Skilled".
Five digits (43151)	AFS of Senior Aircraft Mechanic.

The administration of the Personnel Classification System is the responsibility of specially trained classification experts, both enlisted and officer, at all levels of command. The determination of skill level ratings is a function of the Personnel Classification Boards of designated officers which are established at the Wing level. These boards review and act on the qualification and proficiency records of individual airmen recommended for up grading by their work unit; and make recommendations pertaining to classification problems to higher echelons of command.

Requirements as to formal training. Formal training in the Air Force consists of organized courses of instruction authorized by Headquarters, USAF, and conducted by a school established for that particular training purpose. The formal training of enlisted personnel is undertaken by the Air Force Technical Training Schools. Completion of courses offered by the Technical Training Schools is not mandatory for promotion to a higher grade, but formalized training is considered to be highly desirable when available and maximum practicable

usage at all times is directed by regulation.⁸

A list of the courses available to Air Force personnel, with a brief description, specific prerequisite qualifications, and other data pertinent to each course is contained in a publication prepared by the Air Training Command entitled, "Training Prospectus for United States Air Force Personnel." General prerequisite qualifications for airmen prescribe a minimum of 18 months active service remaining in the current enlistment upon completion of a basic course, and, in the case of advanced courses, sufficient remaining service to complete the course. Specific prerequisites are established for each course and include such items as a minimum GCT or AQE scores, certain aptitude indices,⁹ possession of a prescribed AFSC, and in the case of advanced courses, graduation from a related basic course. Airmen possessing the required qualifications may make application for formal training and are ordered to school in accordance with the facilities available and the needs of the service.

In most cases, successful completion of a formal course of instruction results in a higher AFSC classification upon graduating and greatly enhances the candidate's eligibility for promotion. However,

⁸ Department of the Air Force. Air Force Regulation No. 50-23.
Washington: 5 January 1950. Par. 3

⁹ Derived from the Airman Classification Test Battery. (AFR No. 35-390.

graduation from a Technical Training School course does not, per se, guarantee promotion.

Requirements as to informal training. Informal training encompasses all training measures available to the airman other than the formal training offered by the Technical Training Schools described above. Informal training consists, for the most part, of on-the-job training, self-study courses offered by the U. S. Armed Forces Institute (USAFI) and cooperating colleges and universities, and the various training materials, aids, mobile units, and devices made available by the Air Force. Through positive participation and progress in the informal training program the airman is able to meet most all of the requirements prescribed for promotion to a higher Air Force Specialty.

The most important phase of the informal training system is on-the-job training. By definition, on-the-job training is "that instruction given in a unit to an individual while on a specific assignment, other than as a formal student, (in order) that his present and future job efficiency (may be) enhanced." On-the-job training is an essential supplement to the established formal training system, and properly administered, provides:

- "a. Training necessary to augment formal specialty training to develop sufficient competency that personnel so trained may be appropriately classified as skilled in that AFS.
- b. Training for which formalized courses exist but which

can not be utilized due to limitations imposed by unit mission, capacities of formal training agencies, or budgetary considerations.

c. Training in those specialties for which there are no formalized courses of instruction.

d. Training to meet training requirements that may be peculiar to specific units." ¹⁰

On-the-job training is the responsibility of Air Force commanders at all levels and is based upon the Air Force Specialty descriptions contained in the published Airman Career directives. In setting up the administration of the training programs, the skills to be taught are extracted from the duties and tasks sections of the pertinent AFS descriptions and the program is patterned to accomplish these ends. Each administrative commander uses the AFS descriptions to establish for his command individual training standards, inspection and efficiency evaluation guides, and classification criteria. ¹¹

To improve the effectiveness of on-the-job training programs, the Air Training Command has training specialists whose duty it is to visit the units of major air commands, upon request, and render technical assistance in support of the local program. The Air Training Command has facilities for advising on training methods and procedures, aids and materials, and all commands are directed to make maximum use of these facilities in order to enhance the effectiveness of their training programs and to provide a medium of standardization of the material content of unit training programs. As a further

¹⁰ AFR 50-23. Par. 2

¹¹ Ibid. Par. 5a

means of achieving standardization, training officers of major air commands are directed to make periodic visits to other commands in order that on the job training programs may benefit from the resultant interchange of ideas.

A system of records and tests is an integral part of on the job training. Each unit is required to maintain records to indicate the scope of the training program, and the measurement of the progress of the individual trainee. The progressive development of proficiency of the individual trainees is measured by the application of tests - oral, written or both and demonstrations of job performance.

As the individual airman advances through the training program to a point where his level of competency in his duties indicates that he is qualified for up-grading, a substantiating recommendation is made by his work unit to the cognizant classification board. Each individual recommendation is weighed on its merits by the board, and if found justified, a higher skill level rating is assigned to the airman. An up-grading in skill level is indicative of the trainee's qualification for promotion to a higher AFS insofar as job proficiency requirements are concerned.

As a means of facilitating qualification of the airman for promotion, the Air Force encourages the successful completion of certain pertinent self study courses, (known as basic career courses),

which are available to all enlisted men. Two correspondence-course arrangements covering more than 400 subjects make it practicable and convenient for all airmen to study and improve their knowledge in their own particular career field and specialty. Enrollment in such courses is not mandatory but the stated policy of the Air Force recognizes that,

"successful completion of basic career courses will improve the airman's professional qualifications in his career field and provide general educational background for attendance at service schools. Successful completion of courses will not guarantee promotion but will be considered in determining eligibility for promotion." ¹²

Up to the present time the Air Force has not developed or published its own series of self study training manuals to any significant degree, and relies almost entirely for this type of training material from other sources. The principal sources used to provide self-study material are the United States Armed Forces Institute and various colleges and universities which cooperate in military education by offering certain courses through USAFI. Lists of selected courses from these two sources have been compiled and promulgated to the service. ¹³ The compilation includes all courses pertinent to each career field in an upward progression of significance by skill level, and indicates which are considered essential within each level.

In order to encourage airmen to direct their self-study along systematic lines, the Air Force has set up a career study program known

¹² Department of the Air Force. Air Force Regulation No. 35 405.
Washington : 2 May 1950. Par. 4.

¹³ Ibid. Par. 3.

as "Operation Midnight Oil".¹⁴ The program is designed to improve the general educational qualification in a career field by off-duty studying by participating airmen. Commanders in all echelons are required to encourage and assist airmen who desire to participate in a career study plan, and unit Information and Education officers are responsible for implementing the program. Formal registration of the participating airman is required, and a definite curriculum of courses to be completed is prescribed. The curriculum includes appropriate basic career courses augmented by such fundamental courses that are considered by the I&E officer to be essential prerequisites to the basic courses. Career Study Plans are divided into four sections corresponding to the skill levels of the basic courses. An airman starting out on a plan commences with the skill level courses of his present rating plus all lower level courses. Each higher skill level is undertaken upon successful completion of the lower level courses.

Unit commanders are required to review personally the progress made by individual airmen in career study plans, and information concerning the individual's progress in, and completion of career study programs is considered by classification and promotion boards in determining eligibility for promotion.

Requirements for Commanding Officer's recommendation.

¹⁴ Department of the Air Force. Air Force Regulation No. 34-29.
Washington: 27 April 1950.

Airmen candidates for promotion must be recommended, in writing, by their immediate commanding officers as fully qualified for advancement to a higher grade. Through his own observation, and the recommendations of the officers and enlisted supervisors of the candidate, the commanding officer passes on the qualifications attained by the airman in the requirements discussed above, and in addition, he comments on the specific traits of the man concerned which do not lend themselves to the objective measurements of tests and examinations. These traits include Character, Efficiency, Leadership, Loyalty, Military Bearing, Adaptability, and Willingness (to assume responsibilities, improve his effectiveness, develop team work, and set a good example). Consideration of the airman's past conduct record is also taken into account by the commanding officer in making his recommendation for promotion.

Regular forms for submitting promotion recommendations are provided for the lower command echelons by the cognizant command, and some minor variations are found among the forms in use. In all cases, information necessary to substantiate the candidate's eligibility for promotion is included. Where the individual candidate's immediate commanding officer is not authorized to effect promotion locally, the recommendation is forwarded to the proper command for consideration by a specially convened promotion board and final action by the promoting authority.

PROMOTION PROCEDURES: Successful completion of the above qualification steps does not constitute per se authorization for the promotion of the individual airman to a higher Air Force Specialty. Authority to effect promotions is delegated by Headquarters, USAF, in the following manner:

(a) At the discretion of the major air commander concerned, authority to promote airmen to pay grades E-2 and E-3 may be delegated down to and including the commanders of squadrons or comparable organizations and separate units.

(b) At the discretion of the major air commander concerned, authority to promote airmen in all grades may be delegated down to and including commanders of groups or comparable organizations and separate units.¹⁵

Certain restrictions as to vacancies affect the promotion of airmen to the next higher grade. In order to understand the nature of vacancies some explanation of the Air Force personnel allocation system must be offered. As in the other branches of the Military Establishment, definite monetary and numerical ceilings are established by numbers and pay grade beyond which the Air Force may not go to carry out its assigned mission. Personnel ceilings are allotted to all the major air commands of the Air Force Establishment by Headquarters, USAF, by means of documents, known as Personnel Authorization and/or Assignment Vouchers (PAV), issued quarterly.

Personnel Authorization Vouchers establish ceilings for the so-called Table of Organization (T/O) units, and Personnel Allotment Vouchers establish ceilings for the non-T/O, or Table of Distribution (T/D) units. Tables of Organization are made by Headquarters, USAF, for each operational type of unit in the Air Force and Tables of Distribution are made up by the major air command concerned for the various auxiliary units which it has been empowered to establish for support or augmenting purposes.

For each unit, Tables of Organization and/or Distribution indicate the numerical and pay grade distribution (or "spread") of enlisted personnel, by Air Force Specialty, as authorized by the applicable PAV. Determination of the grade spread is accomplished by means of a prescribed Enlisted Grade Guide. For each unit, whether it be a T/O or a T/D unit, application of the grade guide indicates the number of billets (or "spaces") by pay grade, in each Air Force Specialty allowed to the unit as essential to the accomplishment of its assigned mission. The resultant grade spread, less the number of people assigned to the unit who are occupying authorized spaces, indicates the number of specific grade vacancies at any given time.

Strict conformance with the applicable distribution of grades by Air Force Specialty established within the appropriate T/O or T/D is required in determining the existence of promotion

vacancies. With only two current exceptions, the presence of a specific grade vacancy in the Air Group within the AFS in which an otherwise eligible airman is qualified is the final step toward promotion. Under current directives, commanders who have been given the authority to promote airmen up to pay grade E-3 may, without regard to vacancies, promote,

(a) privates who have satisfactorily completed four months of service or a prescribed basic training course, and,

(b) well-qualified and deserving privates first class with twelve months' service-in-grade who are being denied promotion owing to a lack of vacancies.

Depending upon the needs of the service, and to insure that Air Force wide grade authorizations are not exceeded, the authority to promote airmen is, from time to time, temporarily restricted by Headquarters, USAF. In such cases, specific grade vacancy quotas are assigned by Headquarters, USAF, to the major air commands which, in turn, allot specific promotion quotas to subordinate commands. However, unless otherwise prescribed by higher authority, vacancies in the non-commissioned officer grades are determined at the Group level.

SELECTIVE CRITERIA USED IN THE PROMOTION OF

AIRMEN FROM CORPORAL TO SERGEANT

In the preceding section the general system used by the Air Force in making promotions of enlisted men was described. As the emphasis in this discussion is focused on the noncommissioned

officer of pay grade E-4, a typical Air Force Specialty has been selected in order to illustrate the specific applications of the Airman Career Program in promoting a corporal to sergeant in that specialty. For the purpose of illustration, the Air Force Specialty of Senior Aircraft Mechanic (AFSC 43151) has been selected. This specialty, in the Airman Aircraft and Engine Maintenance Career Field, covers pay grades E-3, E-4, and E-5 with the respective specialty titles of Apprentice Aircraft Mechanic, Aircraft Mechanic, and Senior Aircraft Mechanic. In order to describe the promotion system in actual practise, the procedures used by a typical activity of the Wright-Patterson Air Force Base, Dayton, Ohio, have been observed and are presented here.

Located at the Wright-Patterson AFB is the headquarters of the Air Materiel Command, a major air command of the United States Air Force. Wright-Patterson Air Force Base (the Base command) is the housekeeping agency of Headquarters, AMC. Its position in the command hierarchy is at the wing level; the Base commander is directly responsible and reports to Headquarters, AMC. Because it is one of the specifically "exempted stations" there is no intermediate command echelon, comparable to the numbered air force level, between the Base and AMC. Various activities, all contributing to the assigned mission of the Base, are included under the Base commander. Such an activity, and the one chosen as an illustration is the Base Directorate, Maintenance, which generally corresponds, administratively, to a group in the command structure. Within the Maintenance Directorate are several

work units, all reporting administratively to the Maintenance Director.

The progressive path toward promotion of any airman begins in the work unit. In a maintenance unit, the corporal who aspires to promotion to the AFS of Senior Aircraft Mechanic already must have been rated at least an Apprentice Mechanic in the Aircraft and Engine Maintenance career field. The scope of this field encompasses,

"...the techniques involved in the maintenance of aircraft and the overhaul of aircraft engines. It embraces the functions necessary to maintain aircraft and their component parts; the maintenance of aircraft systems such as electrical, hydraulic, hydrostatic, heating, pressurization, instruments, fuel and oil, etc.; the maintenance and overhaul, including block testing of reciprocating and jet aircraft engines; and the flight mechanic and flight engineer functions which are performed when the aircraft is airborne." ¹⁶

The first step in advancement required of the corporal is the completion of 8 months of service in grade. ¹⁷ However, an exception to this minimum time-in-grade requirement currently exists. A corporal who has fulfilled all requirements except this one, and who has been recommended to the promoting authority as "outstanding," can be promoted to fill a vacancy provided he is found to be the best qualified applicant for that vacancy.

A minimum GCT (or equivalent AQE) score of 90 is re-

¹⁶ Department of the Air Force. Air Force Regulation No. 35-443.
Washington: 26 September 1949. Par. 3.

¹⁷ AFR 39-30. Sec. 1, Par 13 i, as amended.

quirement for qualification for promotion to Aircraft Mechanic. ¹⁸

The Apprentice Aircraft Mechanic cannot be promoted to the grade of sergeant unless he is rated as skilled in the duties required in the specialty of Aircraft Mechanic. ¹⁹ The process of up-grading in skill level is a function of the Base Classification Board. Members of the board include at least one officer experienced in each of the fields of personnel administration, classification procedures, and the technical specialty of the individual being considered for up-grading. On the basis of his knowledge and performance of the tasks assigned, the applicant is recommended by his work unit for reclassification by the board. Upon receipt of such recommendation, in the form of a written request, the board meets for consideration of the applicant's record of experience and proficiency in his present duties, and takes appropriate action. Until he has been classified as qualified at the prescribed skill level in the Air Force Specialty to which he aspires, no corporal can be considered for promotion.

Attendance at and completion of a Technical Training School course is not required for promotion to Aircraft Mechanic. However, at the Base Maintenance Directorate, as part of the on-the-job training program, provisions are made to give to all airmen in the Aircraft and Engine Maintenance field the equivalent of a formal course con-

¹⁸ AFR 35-443.

¹⁹ AFR 39-30. Sec. I, Par. 13 h.

ducted at a Technical Training School. This course (#74740 in the Training Prospectus) offers initial training for airmen in the inspection and maintenance of reciprocating and jet engine type aircraft. Instruction covers operating principles, periodic inspection, operation, adjustment, line maintenance, and minor repair of flight controls, landing gear, hydraulic and electrical systems, power plants (including engine conditioning and engine change) propellers and instruments systems, and auxiliary equipment and systems. It is a basic, general course. As administered by the Base Maintenance Directorate, within the limits of the facilities available to that activity, the formal syllabus is broken down into phases. In accordance with directed policy which considers that more time is required in on-the-job training to cover adequately the material presented in a formal school course, instruction time in each phase amounts to 150% of the time allotted to the equivalent phase in the formal training course.

The detailed duties and tasks in which the candidate for promotion to Aircraft Mechanic must demonstrate proficiency, and in the performance of which he must be classified as "Skilled", are presented in Appendix X.

Fulfillment of qualification in the duties and tasks prescribed by the AFS required substantial on-the-job training and considerable experience in repair, replacement and adjustment of aircraft and component parts and systems. On-the-job training is the responsibility of Air Force commanders at all levels. To implement

on-the-job training throughout the command, the Air Materiel Command has prescribed a format to be used by all activities in constructing training syllabi for all Air Force Specialties. The aircraft maintenance unit of the Base Maintenance Directorate, in establishing its syllabus for the Aircraft Mechanic specialty, is required to break down, into phases and subjects, the duties and tasks outlined above; determine the required training hours necessary for completion of each subject in actual on-the job instruction and classroom lectures; and provide for additional supervised self-study by the individual trainee. A standardized, day-by-day record of training progress is kept to insure completion of all items in each phase. On the-job instruction is in progress wherever aircraft maintenance work is performed under supervision, and two-and-a-half hours daily are devoted to classroom lectures. The progress of the individual candidate, as evidenced by his work performance and demonstrated ability, is reviewed periodically by the unit maintenance officer in conference with the candidate's immediate supervisors. Completion of on-the-job training as specified in the prescribed syllabus, and recommendation by his immediate supervisors, through the maintenance officer, to the Director of Maintenance constitute the candidate's qualification in the duties and tasks of his specialty and leads to a request for up-grading in skill-level to the Base Classification Board.

The enrollment in and completion of self-study courses

in the field of aircraft and engine maintenance is not a requirement for promotion to sergeant. However, the Wright-Patterson Base command, in accordance with Air Force policy, has established a program for guided self study in career fields for those airmen who wish to improve their professional qualifications and enhance their opportunities to meet the requirements of up grading in skill level with a view toward eligibility for promotion. A career study plan, entered into voluntarily by a corporal aspiring to promotion to sergeant in the aircraft mechanic specialty, would include the following USAFI self-study courses: Algebra (Elementary and Advanced), Plane Geometry (I and II), Trigonometry, Slide Rule and Logarithms, Physics, Review Grammar, Electricity (Elementary and Industrial), Electric Wiring, Electrical Measuring Instruments, Blueprint Reading at Work, Aerodynamics, Aviation Engines and Airplane Maintenance (I and II). Experienced counselors are available to advise the volunteer student, in the light of his past educational experience and present needs, on essential additional prerequisite courses, the elimination of subjects previously covered, and the logical sequence of courses to be studied.

Having demonstrated his ability to perform the duties and tasks of the higher specialty, and having gained a rating of "Skilled" in those duties, the corporal has next to be recommended for promotion to sergeant. The formal Recommendation for Promotion originates in the candidate's work unit. The form currently in use at Wright-Patterson

covers certain information concerning the candidate's qualifications.

Such items, provided in writing by the work unit, include:

1. The total time spent by the candidate in his present job assignment,
2. A rating of his character and efficiency,
3. A numerical assignment signifying the candidate's relative position among other candidates for promotion to the same grade,
4. The candidate's qualification as a supervisor, technician, or both and the number of persons supervised by him,
5. A short description of the candidate's present duties, and
6. Any other pertinent remarks concerning his efficiency, characteristics, capabilities and qualifications.

The recommendation form is next endorsed by the commanding officer of the candidate's administrative activity, in this case the Director of Base Maintenance. Before appending his endorsement the commander has any information available in his office concerning the airman added to the recommendation form to assist him in the evaluation of the candidate's eligibility for promotion. Items for consideration, in addition to routine identifying and descriptive information transcribed from the individual's service record include awards and decorations conferred, courts martial action occurring during current enlistment, time lost for unauthorized absence during current enlist-

ment, military schools completed, civilian educational attainment, and highest wartime rank held by the candidate. All the above factors are carefully considered by the commander before recommending a candidate for promotion.

Implicit in the endorsement of approval is the commander's recognition of the candidate's ability to exercise the necessary degree of leadership and control required by the specialty. In the case of the Aircraft Mechanic specialty, the leadership and control factors are as follows:

- "1. Requires moderate judgement, occasional adaptability, and making elementary decisions in deciding whether an assembly should be replaced and if assembly is not available whether part removed can be repaired.
2. Offers some responsibility for the supervision of others performing organizational and field maintenance on aircraft.
3. Offers limited possibilities for damage or loss of materials and equipment of moderate value, such as tools, gauges, and supplies.
4. Imposes some responsibility for the safety of others in insuring compliance with safety regulations concerning the use of high octane fuels and working where motorized equipment is being operated." 20

Having satisfied himself that the corporal is qualified to perform all the duties and responsibilities of his specialty in the next higher grade, the activity commander appends his endorsement to the promotion recommendation, indicating by a numerical ranking the individual's relative standing among other candidates for promotion

²⁰ AFR. 35-443. Par. 3d.

to the same grade in the activity. He also gives his personal rating of the candidate's character and efficiency, and any further pertinent remarks.

All Recommendations for Promotion are submitted to the Base Promotion Board for screening and consideration before final action is taken by the promoting authority. The promotion board is made up of officers appointed by the Base commander for terms of about one year. The board is divided into several panels, each headed by an experienced field grade officer. Each panel is assigned the function of considering promotion recommendations pertaining to a specified pay grade level. (Example: Corporal, E-3, to Sergeant, E-4). The panels meet regularly once a month when promotion quota assignments are received from Headquarters, AMC, and at such other times as specific grade vacancies occur for which there are eligible candidates.

The screening process in the promotion board panels involves the awarding of certain numerical weights to each of several factors in order to arrive at a multiple to be used in determining the individual's candidate's percentile score in relation to other candidates for promotion to the same grade and specialty. Maximum allowable weights are prescribed for each screening factor which total, 100, as indicated below:

<u>Screening Factors</u>	<u>Allowable Weights</u>
1. Character and Efficiency on job	10

<u>Screening Factors</u>	<u>Allowable Weights</u>
2. Qualified as Supervisor, Technician or both	10
3. Acting as Supervisor, Technician or both	10
4. Outstanding Characteristics	10
5. Squadron (Activity) Remarks	10
6. Time-in-Grade	15
7. Total Military Service	10
8. Age	2
9. Awards and Decorations	4
10. GCT or ACE Score	6
11. Military Schools (Last Four Years)	5
12. Civilian Education	5
13. Higher Wartime Grade Held	3
	<hr/>
	100

After deliberation the most eligible candidates are selected by the promotion board to fill existing vacancies.

A Report of Proceedings is prepared indicating the specific authorized vacancies to be filled and the candidates selected as best qualified to be promoted to those vacancies. The report of the proceedings of the promotion board is forwarded to the promoting authority with a recommendation that appropriate action be taken. The approval of the promoting authority constitutes the final step in the promotion process.

The promoting authority for Wright-Patterson Air Force Base enlisted personnel has been designated by the commanding general of the Air Materiel Command as the Base commander, in accordance with the provisions of Air Force Regulation No. 39-30. Specific grade vacancies are determined by promotion quotas issued monthly to the Base command by Headquarters, AMC. The Wright-Patterson base operates under a Table of Distribution and specific grade vacancies that occur in the T/D from time to time in addition to the monthly quotas assigned may be filled immediately by promotions, with the authorization of Headquarters, AMC. One further source of vacancies is by demotion of unsatisfactory airmen by the Base commander. The resulting vacancies may be filled by promoting eligible candidates without further authority or approval of AMC.

CHAPTER V

COMPARISON, EVALUATION, AND RECOMMENDATIONS

COMPARISON AND EVALUATION: The preceding three chapters have been devoted to a presentation of the enlisted promotion systems of the U. S. Armed Forces with particular emphasis on the qualification factors required for advancement of the enlisted man to non-commissioned officer status. Although each of the military departments has developed its promotion system independently of the others, and has prescribed its own qualification factors on the basis of its own self-recognized needs, certain underlying principles of promotion, for the most part common to all, can be observed. The emphasis which each service attaches to each of these basic factors varies in degree, but the following six requirements appear in each scheme of selection for promotion to noncommissioned officer status:

- 1) Completion of a prescribed period of service,
- 2) Successful completion of qualifying training,
- 3) Satisfactory conduct record,
- 4) Minimum efficiency rating,
- 5) Recommendation for promotion by superior officers and
- 6) Satisfactory completion of competitive examinations.

In the present chapter each of these factors will be discussed and compared in terms of the degree of emphasis applied by each of the military services, and an attempt will be made to evaluate their effectiveness, as employed, as principles of selection for promotion. In addition, the administrative promotion procedures employed by the three services will be compared and evaluated.

Completion of a prescribed period of service. Each of the three military services recognizes the need for the promotion candidate to complete a prescribed period of time in his present grade, or in total military service, as a condition of promotion to noncommissioned officer status. The basis for the inclusion of this requirement as a qualification factor is three-fold. Every enlisted man, regardless of grade, should be given the opportunity and obligation to demonstrate his ability to perform the duties and assume the responsibilities of his present job through actual, sustained experience on that job. In addition, the training and practise required for qualification in the duties of the next higher job usually must be acquired by the promotion candidate during the period that he is in his present grade. This necessitates the provision of ample time to complete the necessary qualifying training for a higher grade while performing the duties presently assigned. Finally, having acquired the knowledge and skills which would qualify him for a higher job assignment, the promotion candidate should be required, through continued observation

by his superiors, to demonstrate his capacity for assuming the responsibility of the grade to which he aspires. In a sense, the time spent in a lower grade can be considered as a period of apprenticeship for the next higher grade. During this period, the enlisted man may be given the opportunity to demonstrate his ability for a higher position by a temporary assignment, or on-the-job trial, in the duties of the position for which he is a candidate.

There is considerable variance in the minimum periods of time in grade and service prescribed by the military services. As indicated in the preceding chapters, for qualification for promotion to pay grade E-4, under the Career Guidance Plan, the Army requires completion of from 9 to 15 months' in pay grade E-3, or a total of 34 months in service, depending on the existence of local position vacancies; the Navy requires the completion of six months' service in pay grade E-3; and the Air Force presently requires completion of 8 months' in pay grade E-3, except in the case of the outstanding candidate who has been found to be best qualified for promotion. The divergence of the prescribed minimum requirements for time in grade may be explained by the extent of time each service considers as necessary for its enlisted men to qualify for promotion to the higher grade. The transition from pay grade E-3 to E-4 with its accompanying acquisition of the leadership and supervisory responsibilities of noncommissioned officer status may well be considered as a crucial

point in the enlisted man's career. It has been the experience of the writer, that the minimum period of six months' service in grade required by the Navy is too brief to accomplish the threefold purpose of the time in grade requirement for promotion to pay grade E-4. From the standpoint of the supervisor, at least a year of observation of the promotion candidate is considered essential in order to arrive at a fair evaluation of his fitness for promotion to noncommissioned officer status. A recommendation for a more practical and uniform employment, promotion-wise, of the time in grade period will be offered in a later section of this discussion.

Successful completion of qualifying training . The fundamental concept of specialized training as a qualification for promotion is common to all three of the military services. The types of training prescribed and offered - formalized service school training, on-the-job training, and self-study - are basically similar in each service. The extent to which each type is employed, and the degree of emphasis that is attached to each, shows some variance between the Army, Navy, and Air Force. The closest similarity appears in the formalized service school type of training. Each of the military services has an extensive system of technical service schools. Courses covering the specialized knowledge, skills and duties of many specialties and ratings at various grade levels are offered to those candidates who have the necessary prescribed qualifications for attendance. With very few

exceptions, formal school training as a mandatory requirement for promotion is not provided in any of the three services. It is beyond the scope of this thesis to offer a critical evaluation of the comparative qualitative and quantitative standards of military school systems, either in relation to each other or to civilian school systems. In the absence of detailed supporting data which could only be developed by extensive research and analysis, a comparative evaluation of the standards of military training schools as they exist at present cannot be presented. It can be stated, however, that each of the services recognizes the need for specialized formal training and has established its own school system to meet that need. It is of further note that formal school training courses, whether administered by the Army, Navy, or Air Force, are open to and attended by qualified members of all branches of the armed forces, although mainly by those of the service which operates the school.

The most extensive type of training employed by the military services is on-the-job training. It is through this means that qualifying training is accomplished for the great majority of soldiers, sailors, and airmen who are selected for promotion to noncommissioned officer status. On-the-job training is in progress wherever work is being performed under supervision. In recognition of this, each of the services has prescribed certain procedures for the conduct of on-the-job training. Training begins with and is a responsibility of the unit to which the

enlisted man is attached for duty. Each of the military services has provided a frame work around which the unit is directed to build a training program. In the Army and the Air Force, the job descriptions pertaining to the respective Military Occupational Specialties and Air Force Specialties form the basis for the on-the-job curriculum. In the Navy, the practical factors and detailed examination subjects prescribed for each rate constitute the curriculum base. With the delegation to the units of responsibility for the conduct of on-the-job training, the descriptions of the detailed duties required for each specialty and instructions for organizing a training program, centralized direction of this type of training by the top echelon of command practically ends in all three services. The lack of uniform, over-all standards for all phases of on-the-job training, and the decentralization of the conduct of such training to unit commanders, makes it improbable that a valid comparative evaluation can be made. This lack of uniform standards and conduct of on-the-job training is an inherent weakness common to all three military training programs and provides the basis for a recommendation which will be offered in the final section.

All three of the military departments recognize the value of self-study as a means of attaining qualification for promotion, but the emphasis placed on this type of training and the means provided the promotion candidate show considerable variance. The Navy alone

makes the completion of a prescribed course of study mandatory for qualification for promotion. The Army and the Air Force recommend self-study to the promotion candidate as a means of enhancing his ability to meet the job requirements for promotion, but participation in a study program is entirely voluntary. To provide material for self-study, the Army and Navy have developed and published numerous training manuals, pamphlets, and course books which cover in detail the subject matter for most of the specialties and ratings. The Air Force has not yet published the wide variety of study material provided by the Army and Navy, and relies almost entirely on available United States Armed Forces Institute material for this type of training. Because the available USAFI courses do not cover, either in scope or degree, all of the many technical specialties of a military service, a self-study program for the purpose of job improvement based solely on the facilities offered by USAFI is hardly adequate as a means of attaining a thorough and complete knowledge of the subject matter of any given specialty. However, the Army and Navy have developed self-study materials which afford the promotion candidate ample sources for complete coverage of the theory, knowledge, and duties of the job for which he is in training. In addition, the Army has developed an outstanding feature in its self-study program that might well be adopted by each of the other two services. The Army Self-Study Guide, which is published for each MOS, provides the student with a complete, systematic, and progressive device for

study of all the available material pertaining to the tasks included under the MOS. A combination of the best features of the Army and Navy self-study programs will form the basis of a recommendation for supervised self-study to be offered in the concluding section.

Satisfactory conduct record. As a qualification factor for selection for promotion, each of the armed services requires that the candidate have a satisfactory record of military conduct. However, the standards which the three services have set up are by no means uniform. It should be axiomatic that promotion to noncommissioned officer status should be attained only by those candidates who have an exemplary record of conduct and conformance to military discipline. The standards established by the Navy system are uniform throughout the service and require that every candidate for promotion to pay grade E-4 maintain an average conduct mark of 3.5 and no mark lower than 3.0 for the six months preceding promotion. Such a standard permits of only one leave-breaking offense of not more than three hours, minor disciplinary offenses only, and not more than one offense in sobriety. The Army standards require that to be in promotable status, the candidate may not be serving sentence of court martial, under restriction as a result of disciplinary action, or under charges of court martial at the time of promotion. The Air Force has set no uniform conduct standards but permits the cognizant promotion board to decide each individual case on its own merits. It is

considered that the Navy requirements of a six months' period of good conduct by the promotion candidate is more indicative of the enlisted man's attitude toward positive assumption of the military responsibilities of a noncommissioned officer than are the standards required by the Army and Air Force.

Minimum efficiency rating. The Army and Navy have established minimum standards and require uniform, periodic measurement of efficiency rating of enlisted personnel as a qualification factor for promotion. The Air Force has established no procedures for periodic efficiency rating of its airmen, but requires that candidates for promotion to pay grade E-4 be rated as skilled in proficiency by a Classification Board as a requirement for promotion. The Navy system of efficiency rating applies to all grades except pay grade E-1, and requires quarterly submission of standardized marks assigned by individual commanding officers. The Army employs a system of comparative, annual rating of all soldiers in the upper three pay grades, and special comparative ratings for candidates for promotion to pay grade E-4. Although not as comprehensive in its application, nor as timely in its periodic recurrence as the Navy system, it is considered that the comparative grading of personnel in similar duty assignments by raters who themselves are rated, and standardized scoring by Computing Agencies established for that purpose, gives the Army a more accurate means of determining the relative efficiency ranking

of its personnel than is attained by the other two services.

Recommendation for promotion by superior officers. Endorsement by the officers in command of the promotion candidate, commencing with the recommendation of the basic unit commander, is prescribed as a qualification for promotion to noncommissioned officer status by all three of the armed services. Only in the Army, however, is it possible for the promotion candidate to be promoted without the approval of his immediate commanding officer. In that service, if superior officers in the chain of command fail to concur in an unfavorable recommendation by the candidate's immediate commander, promotion can be effected by subsequent qualification in the steps to advancement. Army commanders are specifically forbidden to stop or delay the promotion applications of candidates who have met the basic requirements for promotion. The designated promoting authority, in many cases several echelons above the immediate unit commander, has the final responsibility for determining whether or not the candidate is accepted as eligible for further advancement and promotion. In the Navy and Air Force, the decision as to the candidate's basic qualifications and capacity for promotion, on the basis of his observable behavior in his present duty assignment, rests with his immediate commanding officer. The limitation prescribed by the Army upon the selective function of the unit commander would seem to be an undesirable restriction of the prerogative of the officer who is charged

with responsibility for the efficient utilization and assignment of all men attached to his command.

Satisfactory completion of competitive examinations. All three of the military services accept the principle of competitive examination as a desirable requisite for promotion to noncommissioned officer status. However, at the present time, the Navy is the only service which administers competitive examinations as a practical feature of its promotion system. Up until the outbreak of the Korean hostilities, the Army had developed a competitive examining program to cover a part of its Military Occupational Specialties and was proceeding to install this feature as a required qualification factor in the promotion procedure in all its specialties. Because of the emergency situation, the Army was forced to suspend temporarily the administration of competitive examinations, but it has retained the principle for future use as a permanent feature of promotion. Although the Air Force presently has no provision for competitive promotion examinations, such examinations are being developed for the various Air Force Specialties by the Air Materiel Command. In addition to being the only service presently using competitive job proficiency examinations for promotion purposes, the Navy is the only one of the three services which requires satisfactory completion of a written examination in the military aspects of the higher rate as a requirement for each advancement above pay grade E-3. Appendix IX lists the subjects covered in this type of examination.

In the Army and Air Force, examination in military subjects is administered in the basic training phase below pay grade E-3, on a non-competitive basis. Re-examination is not required for each subsequent promotion. Both the Army and Navy programs for service-wide, competitive examination have provisions for centralized, standardized scoring of examinations: the Army through various Computing Agencies established in the major commands and operating under instructions issued by the Department of the Army and the Navy through the single Naval Examining Center at Norfolk, Virginia.

ADMINISTRATION: It is not only in the basic qualification factors of promotion that interesting comparisons may be made between the programs of the Army, Navy and Air Force for the promotion of enlisted personnel. The administration of the established programs also presents certain similarities and differences between the three services which are particularly noticeable in the degrees of centralization and standardization that are employed in promotion procedures.

The administration of the Navy enlisted promotion system is more highly centralized and controlled at the top echelon of command than are the programs of the other two military services. The direction of the administration of all naval personnel is vested in the Chief of Naval Personnel who is at the head of the Bureau of Naval Personnel. This officer is a designated technical assistant to the Chief of

Naval Operations. From his office are issued the directives which establish the promotion procedures which apply to all enlisted persons in the Navy. Centralized control of enlisted promotions is evidenced by the established uniform qualification factors of time in grade and on sea duty; job requirements for each rate as described in the "Manual of Qualifications for Advancement in Rating" and the Navy Job Classification system; mandatory completion of a designated self-study course; completion of prescribed practical factors, both military and technical; fulfillment of prescribed standards of military conduct and job proficiency; and the satisfactory completion of competitive promotion examinations centrally scored. Further evidence of centralized control by the Bureau of Naval Personnel is seen in its assigned responsibility for the direction and the administration of training of all naval personnel exclusive of medical, aviation, and ships' operational training.

To a somewhat lesser degree than is employed by the Navy, the Army enlisted promotion system, under the Career Guidance Plan, is subject to centralized administration and control by the Director of Personnel and Administration who is a member of the General Staff under the Chief of Staff of the Army. Through the Adjutant General, who reports to the Director of Personnel, the Department of the Army has prescribed, under the Career Guidance Plan, the following factors of qualification for promotion of enlisted men: designated periods of

time in grade and service; job requirements for each grade and specialty as described in the published Military Occupational Specialties; the definition of promotable status; the submission of annual and special efficiency ratings; and the satisfactory completion of competitive promotion examinations scored by designated Examining and Computing Agencies operating under uniform instructions and procedures. The responsibility for the direction of formalized training of Army personnel is vested, not in the Director of Personnel and Administration, but in the Chief, Army Field Forces, who reports directly to the General Staff and who is at the major command level.

The administration of the Air Force enlisted promotion system shows the least amount of centralized direction and control, and a greater degree of decentralization of administration to subordinate commanders than the other services under consideration. In the implementation of the Airman Career Program, the Chief of Staff of the Air Force, through the Deputy Chief of Staff for Personnel, has established some general, and some specific, policies for the promotion of airmen, and has delegated to the Major Air Commanders a large degree of authority and responsibility for the execution of these policies. Centralized control of the Airman Career Program is exercised by the Department of the Air Force in the promotion qualification factors which it has prescribed for the entire service in the following manner: established minimum periods of time in grade and service; detailed job requirements for each grade

and specialty as described in the published Air Force Specialties; and the designation of specified skill level ratings for promotion to particular pay grades. The direction of formalized training of Air Force personnel is a responsibility of the Air Training Command which is located in the command structure at the major air command level. Major Air Commanders control by delegation, and under established general policies, the qualification factors pertaining to standards of conduct and the determination of individual job proficiency through demonstration, observation, or examination.

All three of the military services have placed on the individual commanding officers of basic operating units the responsibility for the development and conduct of on-the-job training, and the recommendation for promotion of those individuals deemed qualified on the basis of observable behavior. The delegation to unit commanding officers of the responsibility for the effectiveness of on-the-job training is likely to be an inadequate means of procuring optimum administration of this vital type of training and forms the basis for a specific recommendation to be offered in the concluding section.

All three of the military departments exercise ultimate control over promotion quotas through the establishment of service-wide grade structures which are determined at the Department level and approved by the Secretary of Defense. Under the Career Guidance Plan, the existence of specific grade vacancies is determined by the Department of the

Army for the upper three pay grades. The determination of position vacancies in pay grade E 4 is a responsibility of major commanders, operating within the limits of authorized command-wide ceilings. The Navy has pooled all vacancies in the petty officer grades; the Bureau of Naval Personnel determines promotion quotas for pay grade E-7 and the Naval Examining Center exercises a similar function for pay grades E-4, E-5, and E-6. At the present time, the Department of the Air Force exercises central control of promotion quotas for the noncommissioned officer grades and assigns specific promotion quotas to each of the major air commands. Each Major Air Commander, in turn, sub-allots specific promotion quota assignments to component subordinate organizations within his command.

RECOMMENDATIONS: The preceding discussion has been concerned with an exposition of the enlisted promotion systems of the Army, Navy, and Air Force; a presentation of the basic principles of selection used by armed forces in promotion of enlisted personnel to noncommissioned officer status; a comparison of the degree to which these principles are employed by each of the military services; and an attempt to evaluate the relative importance of the various features as employed in each promotion system. Each of the promotion systems described has features that are considered to be of merit in terms of the purposes for which they were established; each has features that can bear improvement. The recommendations which are offered below are suggested as measures which can be applied, to one degree or another, to the promotion systems

of all three services. It is the basic thesis, admittedly not original, that the best promotion system will select the most qualified man for each vacancy through an equitable, uniform and standardized procedure. It is in furtherance of this proposition that the following recommendations are offered.

Recommendation 1. It is recommended that, as a means of obtaining uniform standards of qualification for promotion to all enlisted grades, the military services adopt a high degree of centralization in the direction and control of promotion procedures. It is considered reasonable that all candidates for promotion to a similar grade and specialty should be selected on any equal, uniform basis throughout the service to which they belong. The delegation to subordinate commanders of the determination and interpretation of the qualifying measurements of selection for promotion makes possible, and quite probable, the selection for advancement of people having varying degrees of proficiency and fitness. Aside from the resultant individual inequities, such a system makes it problematical that any given individual, promoted to a technical specialty under inferior standards of selection, will be able to perform satisfactorily the duties expected of him in that specialty by another activity operating under more stringent selection standards to which he might subsequently be transferred. The theory behind any selective promotion process is that individuals who are selected as qualified to perform prescribed specialized duties will, with due allowance for inherent individual diff

erences, perform those duties satisfactorily in any unit of the service of which he is a member.

Standardization of the qualification factors of promotion, or the uniform application of the means of selection to all promotion candidates of similar grades and job assignments within a given military service, has been most nearly attained by the military organizations which exercise the highest degree of centralized direction and control of the promotion process. Without such instruments as service-wide, centrally-scored, competitive examinations, prescribed, detailed job descriptions for each specialty and rate, systematic, supervised training programs, uniform standards of conduct and job proficiency, and established periods of time in service, equal treatment and measurement of candidates for promotion to a specialized grade and position within a given service is difficult, if not impossible, of realization. Regardless of the level of standard desired, the most feasible means of accomplishing uniformity is through the centralized establishment of direction and control of the factors considered essential for promotion qualification. This is not to say that the administrative variations which so often occur at all levels of command within any organization ever can be eliminated completely. But in order to minimize the unfavorable effects of divergent interpretations of general policy, a higher degree of standardization through centralized definition and direction is recommended as a means of obtaining the uniformity of technical performance so necessary to the efficient

operation of the armed forces.

Recommendation 2. It is recommended that each of the military services establish as a mandatory qualification for promotion, to at least one of the upper four pay grades, the successful completion of a technical service school course; and as a mandatory qualification for promotion to any noncommissioned officer grade the successful completion of a standardized, integrated, systematic course of on-the-job training and collateral self study in the technical specialty of the promotion candidate.

Attendance at and successful completion of a specialized technical training course in a formal service school is recognized by the armed forces as a desirable means of qualifying the career enlisted man in the duties, tasks, and skills of his chosen specialty. Some of the advantages of formalized training as opposed to on-the-job training are offered in support of the recommendation, that wherever possible and prior to final promotion to the highest enlisted rank, all career personnel be required to complete a formalized training course in their specialty. These advantages are:

1. Utilization of specially-trained, full time instructors who are recognized as the backbone of a successful training program.
2. Uniformity of training through central control of the content of each course.
3. Greater availability and utilization of training aids.

4. A "school atmosphere" in which the trainees' primary duty is learning.
5. Standardization of examinations and scoring.
6. Economies made possible by the reduction of the minimum time required to train each individual in his specialty.
7. Early introduction into the training course of the latest technical advancements made possible by the research facilities available to service school administrators.

The administrative problem of putting thousands of individuals through a formal school course at a particular stage in their military career is one of extreme proportions. The difficulty of accomplishing such a program is accepted as sufficient reason for not requiring such training as a mandatory factor for qualification for promotion to a particular grade. But it is not considered beyond the realm of possibility and practicability to require that every career enlisted man be required, at some stage of his military life between pay grades E-3 and E-7, to complete successfully a formalized course of training in a job specialty as a prerequisite for advancement to the top enlisted grade. It is submitted that the best time for such training is during the period when the enlisted man of pay grade E-3 is preparing for promotion and the assumption of the more exacting technical and supervisory duties of the noncommissioned officer. But limited school facilities, the world-wide military deployment of individual promotion candidates, and

other overruling circumstances may impede and deny the accomplishment of mandatory formal training for all candidates for promotion to pay grade E-4.

A practical program for formalized technical training of all career enlisted personnel could be formulated on the principle that such training is most desirable in the early stages of the noncommissioned officer's career, and wherever possible, would be required for qualification for initial promotion to pay grade E-4. For those candidates who, for administrative or other reasons, could not attend a service school at that particular stage, qualifying training could be accomplished by other means, but formal training would be required, when practicable, as a prerequisite for promotion to the next higher grade, and so on. No career enlisted man would ultimately be promoted to pay grade E-7 until a formal technical service school course in his specialty had been successfully completed. By means of such a centrally planned program, systematized and flexible, it would be possible, over a period of years, to build a corps of competent, technically trained noncommissioned officers upon whom would fall the burden of training the "civilian" soldiers, sailors, and airmen inducted into the services in time of emergency, mobilization, and war.

The second half of the above recommendation is offered as a means of improving the effectiveness of on-the-job training and the ultimate qualification of the individual promotion candidate in the job requirements of his specialty. As presently administered, on-

the-job training is a responsibility of the lower command echelons, both as to the development and conduct of the program. By its very nature, on-the-job training must of necessity be conducted at the place where work is being accomplished, and as a responsibility of the work unit commander. However, placing the burden of developing an effective program of on-the-job training upon the unit commander without providing him with a systematic, standardized curriculum guide developed by training specialists may be wasteful and an inefficient method of obtaining the objectives for which the training is conducted. It is true that the military services have provided unit training officers with many excellent publications dealing with training methods and procedures, general frameworks and detailed job descriptions upon which to build a training program, and numerous training aids, texts, and materials. But more assistance could and should be provided by the central personnel and/or training agency. As a concrete suggestion it is submitted that, for each specialty and rating, a standard on-the-job curriculum be developed and published along with the job descriptions currently in use. Such curricula would divide each specialty into training units or phases; indicate the number of hours, both classroom and work supervision, to be devoted normally to each phase; methods of teaching and demonstration that would apply to each situation; a list of published text materials and references, and mandatory collateral assignments for self-study in each phase; and sample progress tests, training pro-

gress charts, and practical tasks in which each trainee would be required to demonstrate proficiency before proceeding to the next phase. By including such information along with the job descriptions of each specialty and rate, the unit training program could be established and put into operation with a minimum of wasted effort. Another basic advantage of such a system would be the uniformity of training and the establishment of equal standards that would result for a given specialty in all units throughout the service.

The importance of the enlisted supervisor as an instructor in the on-the-job training program can not be over-emphasized. It has been recognized previously that on-the-job training, in its lack of specially-trained, full time instructors is at a disadvantage when compared with formal school training. The problem of instructor training of on-the-job supervisors extends beyond the limits of this discussion, but the recommendation for the central development of standardized, "packaged" curriculum guides for each job specialty is offered as a partial fulfillment of the recognized need for improvement of on-the-job instruction.

A component feature of an effective on-the-job training program should be the assignment and mandatory completion of related self-study courses. While gaining the physical and technical "know how" of his specialty on the job, the promotion candidate, through supervised, collateral study of the subject matter of his specialty, would become familiar with the theory and its application to the practical

situation.

The curricula and course content of on-the job training should be patterned, as closely as possible and within the limits of the facilities available to the conducting activity, after the formalized school training for which it is so often required to substitute. An immeasurable amount of time and attention has been devoted to the establishment and development of military service schools, and not without commensurate results. But because of the widespread use of on-the-job training throughout the operating activities of all the armed forces, it is felt that at least as much, if not a great deal more, of top level time and talent should be devoted to developing and implementing practical, systematic, standardized, and controlled curricula for each of the many job specialties upon the proficient performance of which the work-a-day operations of a military force depends.

Recommendation 3. It is recommended that service-wide, centrally scored, competitive examinations be developed and administered as an instrument of measurement of qualification for promotion to all noncommissioned officer grades.

The means of determining satisfactory proficiency in the knowledge and skills of a particular specialty are of two general types: demonstration of ability in actual or simulated performance of the duties required in the specialty, and an indication, by examination, of the understanding of the theory, methods, and procedures which apply

to a specialty. Job performance in the military services is measured through the observation of the individual by his supervisors, the classification and upgrading functions of classification boards, and the successful demonstration of proficiency in prescribed practical performance. The universal administration of service-wide promotion examinations, while accepted in principle, has not yet been effected by all the armed forces. The advantages of such a feature in the promotion system are derived from the uniformity of opportunity and selection that apply to all enlisted persons who are candidates for promotion to the same grade and specialty. In any military organization there are only a certain number of positions or billets authorized for a particular grade and specialty. In order to insure that these positions are filled first by the best available men, a standardized selection process resulting in the ranking of all candidates in the order of their qualification is essential. By the same token, all candidates for a particular position should be insured the opportunity of being examined and selected on an equal basis. Without a system of standardized, competitive, centrally-scored examinations the ultimate selection of the best qualified individuals to fill the available vacancies is highly improvable, if not impossible.

Promotion examinations should be constructed in such a manner as to reflect not only the candidate's degree of knowledge in the particular technical job requirements of the specialty for which he is a candidate, but also to determine his understanding of the military duties of

the grade for which he is being considered. Items should be included under this latter phase to reflect the candidate's understanding and knowledge of such areas as the responsibilities of leadership and supervision; command and disciplinary relationships; the weapons which he will be expected to use; and essentials of communications, security, survival, safety precautions and other factors dealing with the military situations which he may be expected to encounter.

In order to insure that equitable opportunities for advancement will result from competitive selection for promotion by service-wide examinations, it would be necessary to pool all position vacancies on a service-wide basis. This procedure would require centralized authorization for individual promotions in the order of ranking of the qualified candidates. In this way the enlisted men standing highest on the eligibility list would be promoted first regardless of their geographic location or present duty assignments. This would eliminate the inequities which frequently arise when a highly qualified candidate is denied promotion because of the lack of a vacancy in his organization, while another less qualified man in another command may be promoted immediately because of the existence of a local vacancy.

Recommendation 4. It is recommended that, prior to the final issuance of individual promotion orders, candidates who have been found qualified for promotion be required to complete a limited apprenticeship period of demonstration in the duties and responsibilities of the grade and specialty for which they have been selected.

It has been suggested previously that the prescribed periods of time in grade and service are established for the purpose of providing the promotion candidate the opportunity and obligation to demonstrate his ability to perform the duties and assume the responsibilities of his present grade and specialty, to accomplish the training and practise required for qualification in the duties of a higher job, and to provide his superiors with an opportunity to observe his capacity for assuming the responsibilities of that higher job. The successful completion of the requirements for qualification for promotion does not give absolute assurance that the candidate will measure up to expectations in a higher grade and specialty. The additional requirement that the selected promotion candidate justify his selection by a period of apprenticeship on the job for which selected is considered to be an advantageous extension of the promotion process.

As a proposed basis for establishing such an apprenticeship period, the following features are offered as a possible framework. All candidates selected for promotion to a particular grade and specialty would be notified to that effect and assigned to duty in positions commensurate with the requirements of that grade and specialty. For a period of three months those individuals would be under close supervision and observation by their superiors. Upon completion of this three months' period, those candidates who had exhibited the greatest amount of initiative, proficiency, and aptitude would be issued promotion orders by their immediate unit commander, with rank and pay to commence

from that date. Those candidates who had not been promoted at the end of the initial three months' period would continue through another similar period, with individuals being promoted in order as they exhibited their abilities. At the end of the apprenticeship period, and not to exceed six months from the date of their original selection, all remaining candidates would have been issued final promotion orders.

Recommendation 5. It is recommended that the centralized, uniform promotion system contain provisions for the direct selection of candidates for promotion by the immediate commanding officer in exceptional, deserving cases.

A rigidly uniform, centralized promotion system precludes the possibility of competitive promotion of qualified candidates who, because of unusual circumstances, are unable to fulfill all the prescribed qualification factors for selection. In any system there should be provision for handling such exceptions. It should be within the prerogative of individual commanding officers to validate for promotion those individuals who have exhibited the ability and proficiency to assume the duties and responsibilities of a higher grade and specialty even though they are unable to meet all the requirements laid down by central authority. There have been instances in the personal experience of the writer, as an enlisted personnel officer of a large air station and as commanding officer of a carrier aircraft squadron, where capable individuals, after repeated attempts to meet all the prescribed requirements, were unable, due to lack of educational background or of specific

minor aptitudes, to meet the academic qualifications for promotion. In almost every case, the individuals who were denied promotion on these grounds were performing satisfactorily the duties of the rate to which they could not be promoted. It is not deemed that these exceptional cases are unique to any one branch of the armed forces.

Certain procedures should be established whereby waivers of certain qualification factors could be authorized by immediate commanding officers in order that deserving candidates, qualified on the basis of their past records, demonstrated capability of performance, and careful personal observation of the commanding officer, could be included on the eligibility list for promotion. It is emphasized that such promotions should be made solely on the basis of proven ability of the individual, and not as a reward for long and faithful service; and not before all available means have been exhausted in an attempt to qualify the candidate under the provisions of the prescribed uniform promotion system. In order to insure that promotions made under exceptional circumstances are effected only in deserving instances, and to limit the proclivities of well-meaning but over-solicitous commanding officers, every case should be subjected to careful review by the central personnel agency, after the promotion has been accomplished.

In the consideration of this recommendation, it is not intended that "spot" promotions made on the battlefield or similar authorized

advancements under emergency conditions, be included in the category of promotions made under unusual circumstances. It is recognized that these emergency promotions are necessary and justified in order to meet the peculiar needs of a local situation, but the authority for making such promotions should not be extended or used to cover the circumstances of a normal situation.

Recommendation 6. It is recommended that a standardized system of post-promotion evaluation be developed and administered as a means of determining the effectiveness of the established promotion systems in terms of the actual performance of individuals who have been selected for and advanced to a higher grade and specialty.

In the final analysis, the worth of any promotion system is determined by the quality of performance of the individuals it has selected for advancement. In present practise, several instruments of measurement are in use by the armed services for the purpose of evaluating various aspects of enlisted performance. Examples of such measuring instruments are efficiency rating reports, practical factor demonstrations, and classification board proceedings. Continuous study and effort should be devoted to the development of standardized, coordinated evaluation instruments whereby all the characteristics of job performance and the assumption of military responsibility in a given grade and specialty could be measured. This would necessitate the establishment of valid on-the-job criteria for all situations against which the various

qualification factors of the promotion system could be assessed. Such an evaluation system , scientifically developed and uniformly applied, would undoubtedly uncover weaknesses in the established promotion systems and suggest the elimination or revision of some factors currently prescribed and the addition of new factors presently unused. It is only through the use of some accurate measuring device that continuous progress and improvement in the promotion process can be maintained.

In conclusion, the presentation of the above recommendations does not constitute in any sense a rejection or an underestimation of the continuing efforts of the military services to improve the methods of promotion selection. Many projects of research and study are in progress in the military departments which are contributing in whole or in part to the practical attainment of the general objectives upon which these recommendations are based.

APPENDIX I

TYPICAL ARMY COMMAND STRUCTUREDEPARTMENT
OF THE
ARMYCHIEF
OF
STAFFMAJOR
COMMANDSFIELD
ARMY
(OVERSEAS)2ND ARMY
AREA
(CONT. US)3RD ARMY
AREA
(CONT. US)CORPS
COMMANDSITH
CORPSDIVISION
COMMANDS-
DIVISION-
DIVISION-
DIVISION-
DIVISIONREGIMENTAL
COMMANDS-
REGIMENT-
REGIMENT-
REGIMENTBATTALION
COMMANDS-
BATTALION-
BATTALION-
BATTALIONCOMPANY
COMMANDS

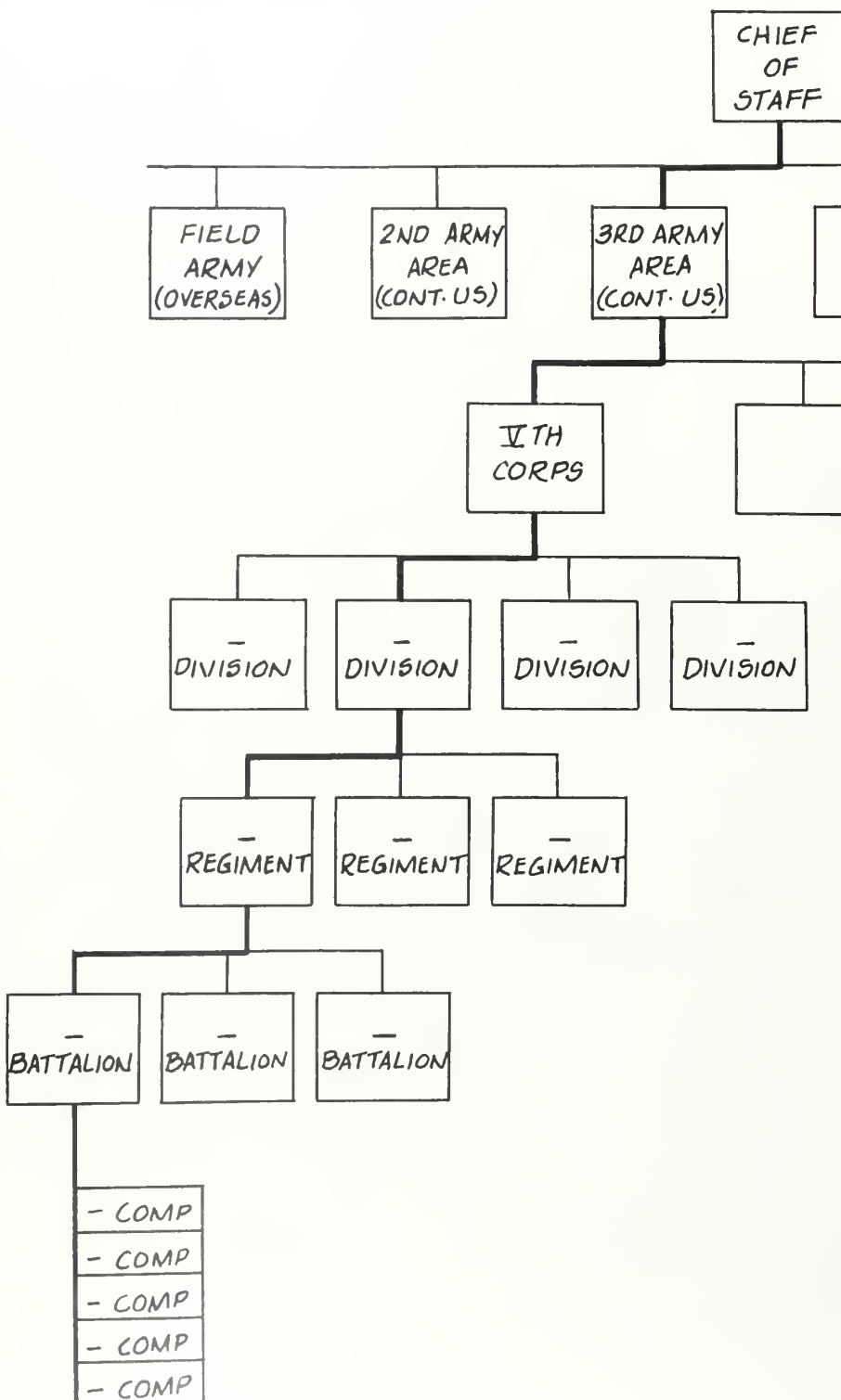
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APPENDIX II

TYPICAL NAVY COMMAND STRUCTURE

DEPARTMENT
OF THE
NAVY

CHIEF OF
NAVAL
OPERATIONS

NAVAL
OPERATING
FORCES

CINC
PAC
FLEET

CINC
LANT
FLEET

TYPE
COMMANDS

COM
AIR
LANT

COM
DES
LANT

FLEET
AIR
COMMANDS

COM
FAIR
-

COM
FAIR
-

CARRIER
AIR
GROUP
COMMANDS

CVG -

CVG -

AIRCRAFT
SQUADRON
COMMANDS

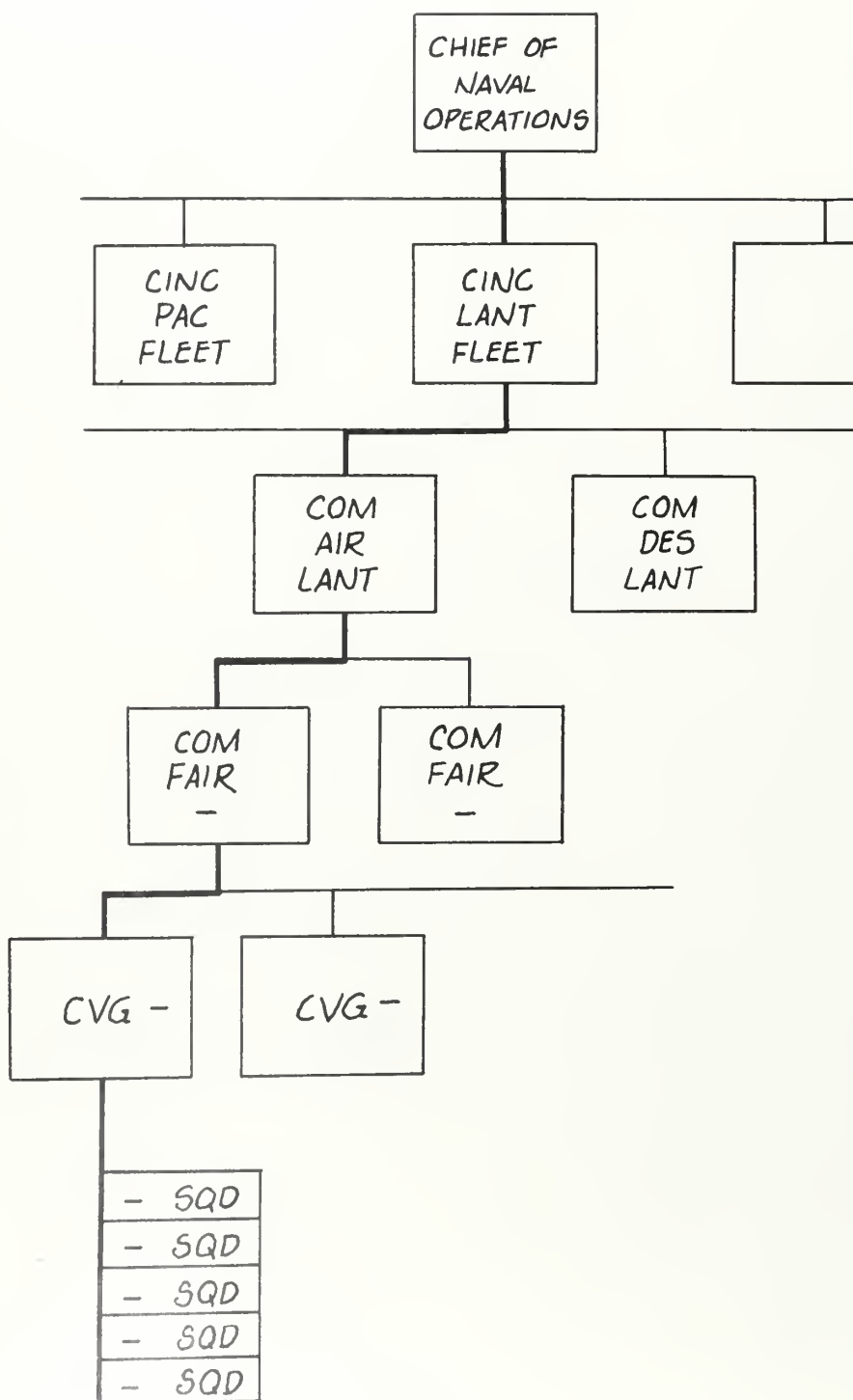
- SQD

- SQD

- SQD

- SQD

- SQD



APPENDIX III

TYPICAL AIR FORCE COMMAND STRUCTUREDEPARTMENT
OF THE
AIR FORCECHIEF
OF
STAFFMAJOR
AIR
COMMANDS

SAC

CONAC

AMC

NUMBERED
AIR FORCES1ST AF4TH AFWING
COMMANDSWING
BASEWING
BASEGROUP
COMMANDSAIR
GROUPAIR
GROUPSQUADRON
COMMANDS

- SQD

- SQD

- SQD

- SQD

APPENDIX IV

LIST OF ARMY ENLISTED CAREER FIELDS¹

Armored Career Field *

Artillery Career Field *

Infantry Career Field *

Military Intelligence Career Field

Machine Accounting Career Field *

Personnel and Administration Career Field

Special Services Career Field

Communication Intelligence Career Field

Chemical Career Field

Engineering and Construction Career Field
Combat Construction Ladder *

Engineer Equipment Maintenance Career Field

Mapping and Reproduction Career Field

Finance Career Field *

Information Career Field

Ammunition Career Field *

Armament Maintenance Career Field

Army Aircraft Maintenance Career Field

Automotive Maintenance Career Field

¹ Taken from Department of the Army Special Regulation No. 615-25-20.

*Introduced career fields.

APPENDIX IV (Continued)

Military Police Career Field *

Food Service Career Field *

Quartermaster Maintenance Career Field

Supply Career Field

Wire Maintenance Career Field *

Communications Career Field *

Electronics Maintenance Career Field

Photography Career Field

Medical Career Field

Scientific Services Career Field

Marine Operations Career Field

Motor Transport Career Field

Railway Career Field

*Introduced career fields.

APPENDIX V

LIST OF NAVY ENLISTED RATINGS¹Deck Group

Boatswain's Mate

Sonarman

Quartermaster

Radarman

Ordnance Groups

Torpedoman's Mate

Fire Control Technician

Gunner's Mate

Mineman

Fire Controlman

Electronics Group

Electronics Technician

Precision Equipment Group

Instrumentman

Opticalman

Administrative and Clerical Group

Teleman

Storekeeper

Radioman

Disbursing Clerk

Communications Technician

Commissaryman

Yeoman

Ship's Serviceman

Personnel Man

Journalist

Machine Accountant

¹ Taken from Manual of Qualifications for Advancement in Rating.
p. viii.

APPENDIX V (Continued)

Miscellaneous Group

Lithographer

Draftsman

Printer

Photographer's Mate

Musician

Engineering and Hull Group

Machinist's Mate

Metalsmith

Machinery Repairman

Pipefitter

Boilerman

Damage Controlman

Engineman

Patternmaker

Electrician's Mate

Molder

Interior Communication Electrician

Construction Group

Surveyor

Builder

Construction Electrician's Mate

Steelworker

Driver

Utilities Man

Mechanic

Aviation Group

Aviation Machinist's Mate

Aviation Structural
Mechanic

Aviation Electronics Technician

Parachute Rigger

Aviation Electronicsman

Aerographer's Mate

Aviation Ordnanceman

Aviation Photographer's
Mate

APPENDIX V (Continued)

Aviation Group (Continued)

Air Controlman

Trademan

Aviation Boatswain's Mate

Aviation Storekeeper

Aviation Electrician's Mate

Medical Group

Hospital Corpsman

Dental Group

Dental Technician

Steward Group

Steward

APPENDIX VI

LIST OF AIR FORCE AIRMAN CAREER FIELDS¹

<u>Air Force Regulation</u>	<u>Career Field</u>	<u>Two-digit Code</u>
35-420	Intelligence	20
35-422	Photomapping	22
35-423	Photographic	23
35-425	Weather	25
35-427	Air Traffic Control and Warning	27
35-429	Communications Operations	29
35-430	Radio and Radar Maintenance	30
35-431	Missile Guidance Systems	31
35-432	Armament Systems	32
35-434	Training Devices Maintenance	34
35-436	Wire Maintenance	36
35-440	Intricate Equipment Maintenance	40
35-442	Aircraft Accessories Maintenance	42
35-443	Aircraft and Engine Maintenance	43
35-444	Rocket Propulsion	44
35-446	Munitions and Weapons Maintenance	46
35-447	Vehicle Maintenance	47
35-453	Metal Working	53
35-455	Construction	55

¹Taken from Air Force Regulation 35-390, 9 November 1949.

Appendix VI (Continued)

<u>Air Force Regulation</u>	<u>Career Field</u>	<u>Two-digit Code</u>
35-456	Utilities	56
35-458	Fabric , Leather and Rubber	58
35-460	Transportation	60
35-462	Food Service	62
35-464	Supply	64
35-465	Procurement	65
35-470	Administrative	70
35-471	Printing	71
35-472	Information	72
35-473	Personnel	73
35-475	Education	75
35-477	Entertainment	77
35-479	Chaplain	79
35-480	Management Methods	80
35-481	Budgetary, Accounting and Disbursing	81
35-483	Statistical and Machine Accounting	83
35-490	Medical	90
35-492	Rescue and Survival	92
35-493	Ground Safety	93
35-494	Marine	94
35-495	Firefighting	95

Appendix VI (Continued)

<u>Air Force Regulation</u>	<u>Career Field</u>	<u>Two-digit Code</u>
35-496	Security and Law Enforcement	96
35-499	Special Activities	99

APPENDIX VII

DUTIES OF THE ARMY MILITARY OCCUPATIONALSPECIALTY CODE 4624¹

1. As an enlisted pay computer, the soldier must be able to prepare, compute, and process pay and allowance accounts of enlisted personnel; prepare and maintain military pay records for enlisted personnel; compute payrolls of enlisted personnel of civilian components, prepared for payment by disbursing officer, and verify accuracy and completeness of rolls submitted; compute pay due individual enlisted persons from information on military pay record or payroll by applying rates of pay pertaining to the grade indicated, by withholding allotment totals, and by deducting collection totals to determine amount due or balance to be paid; compute denominations of currency and coin required for payment of money listed on payrolls or money lists, using International Change Listing Machine; assist disbursing officer in preparing funds for payment by counting out required amount of currency and coin of each denomination; summarize, open and close military pay records as required by regulations.

¹

Taken from Department of the Army Special Regulations No. 615-25 15. Enlisted Personnel, Military Occupational Specialties. Washington: 15 November 1960. pp. 208-09.

APPENDIX VII(Continued)

2. As an officers' pay computer, the soldier must be able to prepare, compute, and process pay and allowance accounts of officers; procure and record individual pay data from interview, pay questionnaire, debit vouchers, and other substantiating documents; prepare military pay record or officer's pay card in the case of civilian component officers, and keep in current status by entering changes from stoppage circulars, requests for changes in allotments, and other documents; summarize, open and close individual officer's military pay record as required by regulations.
3. As a mileage and per diem computer, the soldier must be able to compute mileage and per diem vouchers for reimbursement of military or civilian personnel on travel or per diem status; examine information on voucher and supporting papers for accuracy and completeness; examine assignment or travel orders to insure that orders are prepared to assure propriety of payment, in accordance with current Finance Corps policies and directives; determine amounts due for travel performed in accordance with established rates by obtaining official mileage from official mileage tables, official railway guide, or Rand-McNally Standard Highway Guide, multiplying actual distance traveled by applicable rate per mile, adding per diem and other credits, and subtracting debits incurred; compute monetary allowance in lieu

APPENDIX VII (Continued)

of meals for enlisted men in travel status.

4. As a commercial bills computer, the soldier must be able to prepare, audit, and process vouchers for supplies and non-personal services rendered under contract, negotiated purchases, or emergency purchases; establish and post files of obligating documents and arrange prompt payment or other disposition of bills covering supplies and nonpersonal services; coordinate with purchasing officers to affect prompt settlement of commercial bills.
5. As a bookkeeper, the soldier must be able to prepare vouchers for scheduling and recording; number and summarize accounting data stated on vouchers; prepare work sheet totals of sums in various accounting classifications, in order to make ledger entries of increase and decrease to disbursing officer's accountability; make daily entries in account current records and files, in order to provide an accurate record of all payments and collections, to keep exact daily records of accountability of disbursing officer for Government funds and to permit easy location of copy of any voucher schedule and receipt for other accounting document; prepare consolidate statement of accountability; extract information from accounting records and prepare an analysis of increases and decreases in various fund accounts, balance at end of period, and manner in which total accountability is held; post cash book to

APPENDIX VII (Continued)

provide a permanent record of disbursing activities; audit schedules of collections and disbursements and prepare account current to reflect total activity and accountability for current period.

6. As a check writer, the soldier must be able to prepare checks and keep records for disbursing officer's checking account; estimate number of checks needed and secure blanks from disbursing officer; type checks, making constant reference to vouchers or other basic documents for information; make entries in check register of totals or checks drawn, deposits, transfers of checks accountability, and similar entries; prepare monthly report of condition of depository account and of checks drawn.
7. As a bond issuance clerk, the soldier must be able to prepare and type bonds, maintain ledgers, and submit required reports; check bond applications for completeness and correctness; process bond issuance schedules from bond authorizations and information on individual military records; audit and verify accuracy of bond accounting report by reference to bond control card.
8. As an abstract clerk, the soldier must be able to prepare daily schedule of collections and disbursements by reference to collection and disbursement vouchers received; total, verify and recapitulate schedules to summarize individual transactions; prepare and review letters of transmittal and keep files of documents

pertaining to disbursing officer's account.

9. As an assistant to fiscal specialists, the soldier must be able to assist in maintaining fiscal and cost accounts pertaining to status of funds and in preparing analyses and reports required for budget purposes; record estimated obligation amounts and post documents filed to support ledger entries; enter amounts of expenditure vouchers and refund documents in appropriate accounts and make necessary adjustments in related obligations; keep prescribed cost-accounting ledgers; consolidate reports from installations on status of allotments; compile data as directed for preparation of reports, analyses, and estimates.

APPENDIX VIII
PRACTICAL FACTORS REQUIRED FOR
ADVANCEMENT TO NAVY AD3

Military ¹

Leadership -

Direct groups in simple calisthenics.

Division Duties -

Make routine musters, prepare watch lists, and handle section or division for inspection.

Training -

Instruct personnel, using on-the-job training methods.

Infantry Drill -

Perform manual of arms, physical drill with and without arms
standard evolutions of infantry drill (men only)

Take charge of a squad in infantry drill (men only)

Sentries -

Stand a sentry watch.

Calls -

Identify common bugle calls and boatswain's calls aboard
ship or at own station.

Recognition -

Identify types of ships and aircraft in own area.

¹ Taken from General Training Course for Petty Officers. Part I.
pp. 55-58.

APPENDIX VIII (Continued)

Small Arms -

Demonstrate ability to fire pistol and machine gun in current service use (men only)

Knots and Splices -

Tie knots most commonly used. Splice rope (short and long splice). Make an eye splice. Put a whipping on a rope. Put a stopper and a strap on a line. Mouse a hook (men only).

First Aid -

Demonstrate under simulated conditions the following: methods of stopping bleeding; treatment for shock; application of splints; dressing of wounds and burns; moving an injured person; administering artificial respiration.

Sound-Powered Telephones -

Handle a sound powered telephone station properly. Use standard talker procedure and proper methods for handling and securing equipment (men only).

Breathing Apparatus -

Use a gas mask (utilize a gas chamber when available).

Use oxygen breathing apparatus.

Swimming and Life Saving -

Demonstrate swimming ability and life saving techniques in water.

APPENDIX VIII(Continued)

Professional²**Tools -**

Use common hand tools in maintaining and repairing aircraft engines and accessories.

Measuring Instruments -

Use measuring instruments in maintaining and repairing aircraft engines and accessories.

Blueprints -

Read simple blueprints and wiring diagrams.

Airplane Handling -

Handle and service (including fueling) aircraft on the ground or deck in accordance with local and general approved practices. Load and stow equipment. Secure aircraft by tying down and mooring.

Undertake the responsibilities of plan captain to insure general readiness of aircraft. Make daily and pre-flight inspections.

Clean windshields, enclosures and surfaces.

Engines -

Service, maintain, install and repair engines. Perform routine checks in accordance with approved procedures. Remove, clean test and replace spark plugs and / or turbine nozzles. Start, warm-up engines; perform check to discover malfunctions.

² Taken from Manual of Qualifications for Advancement in Rating.
IX - 2 to IX - 4

APPENDIX VIII (Continued)

Propellers -

Check balance, pitch, and track of propellers. Remove, service, and install propellers and check their operation. Install and adjust governors.

Carburetors and Fuel System -

Check carburetors and fuel system for proper operation. Trace fuel lines; clean strainers; check valves and fuel cells for leaks or sediments.

Instruments and Accessories -

Remove, service and install pumps, magnetos, ignition coils, distributors, starters, generators, batteries, oil coolers, and other power plant accessories, including control panel, flight and engine instruments.

Safety Precautions -

Observe local and general safety precautions for shop and line maintenance, fueling, servicing and operations of aircraft.

Records and Reports -

Keep records and prepare reports applicable to servicing, operating and repairing aircraft engines and accessories.

APPENDIX IX

EXAMINATION SUBJECTS REQUIRED FOR ADVANCEMENT TONAVY AD 3Military¹

General Information -

Articles for the government of the Navy, with particular attention to regulations concerning unauthorized absence and other common offenses, and the kinds and degrees of punishment. Uniform regulations and care of clothing. Station rules and regulations with emphasis on information pertinent to own conduct and duty. Organization in own command for handling personal problems. Assistance available through usual relief organizations. Responsibility of officers and rated men in advising and assisting juniors concerning personal problems. Family allowance, allotments, and National Service Life Insurance. Benefits available to naval personnel and their dependents. Educational services. Personal hygiene. Advancements, decorations, and awards. Enlistments, discharges, and pay accounts. Leave and liberty.

¹ Taken from General Training Course for Petty Officers. Part I. pp. 58-60.

APPENDIX IX (Continued)

Military Etiquette -

Identification of U. S. naval uniforms and insignia. Identification of U. S. Marine Corps, Coast Guard, Army, and Air Force uniforms and insignia. Regulations concerning salutes and National Ensign. Boat etiquette. Side honors. Etiquette in leaving and returning to a ship.

Seamanship -

General types, purpose, nomenclature of naval vessels. Boat nomenclature, classes, types and gear carried. Nomenclature and uses of life rafts, survival equipment, and supplies, such as ration packets. Procedures for life boat drill. General drills: General quarters, fire and rescue, abandon ship, and man overboard. Rules of the road (men only). Use of various knots (men only). Rust removal and painting (men only).

Safety Precautions

General safety precautions while using or moving ammunition, fuels, paints, electrical gear, small arms, and compressed industrial gasses. General safety precautions to be observed while riding in and working around aircraft.

Damage Control and Fire Fighting -

Use of fire fighting equipment and rescue breathing apparatus. Damage control, watertight integrity, and material conditions. Proper methods of securing damage control fittings (men only).

APPENDIX IX (Continued)

Chemical Warfare -

Identity of gases used in gas warfare; forms of attack. Collective and individual protection against gas. G₂'s mask drills.

Mathematics -

Arithmetic, including addition, subtraction, multiplication, division, fractions and decimals.

Special Duties -

Duties of section leader, police petty officer, gang-way watch, master at arms, guard mail petty officer, shore patrolman, and beach guard.

Training and Selection -

The nature, proper uses, and the advantages and disadvantages of the lecture, discussion, and demonstration methods of instruction. Basic principles and uses of enlisted Navy job classification coding system.

Security and Accountability -

Regulations regarding the security of classified matter. Responsibility toward and accountability for government supplies and equipment.

Aviation -

General types, purposes and nomenclature of aircraft. ,
Plane crash and rescue organization.

APPENDIX IX (Continued)

Professional²

Tools and Measuring Instruments -

Names and uses of common hand tools and measuring instruments used for engine and accessory maintenance and repair.

Airplane Handling and Checking -

Proper methods of handling airplane on the ground, on deck and in the water, in accordance with local and general approved practices. Methods used to secure aircraft by tying down and mooring; methods used to load and stow equipment. Procedures for starting, warming up, testing and stopping aircraft engines. Procedures for checking engines and accessories for malfunctioning. Method of cleaning aircraft surfaces, enclosures, windshields, and engine and accessory parts and the proper materials to be used.

Engines -

Theory of operation and construction of engines, including make up of parts and function of each, dividing engine operation into the systems of power transmission, cooling, carburetion, lubrication, and ignition. Prepare diagrammatic sketches of aircraft power plant systems. Procedures for servicing, maintaining, and repair

²

Taken from Manual of Qualifications for Advancement in Rating.
pp. IX-4 to IX-6.

ing engines, including inspection, tests, and routine servicing.

The general pressure, temperature and r.p. m. limitations for commonly used engines and the specific limitations of engines of own activity for warm-ups and cruising.

Propellers -

Hydraulic and electrical principles applied to propellers, theory of operation, procedures for servicing, and nomenclature of propellers and propeller accessories.

Carburetors and Fuel System -

Procedures for checking and servicing aircraft carburetors and fuel system. Theory of operation, nomenclature of parts, and manner of inspecting, cleaning, and installing parts. System of marking carburetors and fuel system lines.

Instruments and Accessories -

Nomenclature, installing and servicing procedures and theory of operation of aircraft engine accessories and instruments.

Mathematics -

Basic mathematics, including the following: arithmetic, measurement, and graphs. Solve problems pertaining to aircraft maintenance and fueling.

Aircraft Construction -

Basic principles of the theory of flight and the principles of aircraft construction, including the rigging of controls, the general

APPENDIX IX (Continued)

types of construction encountered in the fuselage, wings, empennage, and landing gears, and the layout of the hydraulic and electrical systems. Alignment and adjustment of control surfaces, with emphasis on adjustment of tabs. Basic principles of weight and balance of aircraft.

Flight Operations -

General duties of air crew members, including knowledge of interplant communications, crew stations, and procedures for abandoning plane, and for fire, crash, General quarters, and search stations. The use of armament, pyrotechnics, and survival equipment employed in aircraft operations.

Safety Precautions -

Local and general safety precautions for shop and line maintenance, fueling, servicing, and operation of aircraft. Procedure for safety wiring and bonding.

Records and Reports -

Engineering records to be kept and reports to be made for maintaining, servicing, and operating aircraft.

Publications -

General content and use of technical bulletins, publications, and catalogs pertaining to aircraft maintenance and repair.

Organization -

Organization of own unit.

APPENDIX X

DUTIES OF THE AIR FORCE SPECIALTY CODE NUMBER 43151¹

1. Inspects aircraft. Performs preflight, daily and other periodic inspections of aircraft structures, landing gear, engines, superchargers, instruments, cockpits, cabins, flight surfaces and controls, hydraulic, electrical, oxygen, heating, pressurizing, fuel, lubrication, de-icing, vacuum, cooling and induction and exhaust systems. Inspects for cleanliness, alignment, proper clearance and operation, evidence of wear, cracks and looseness. Uses feeler gauges, micrometers, tensionmeters, propellor protractors, and hand and special tools. Makes entries on applicable aircraft forms.
2. Performs preventive maintenance of aircraft. Examines pilot's write-up form indicating malfunctions. Accomplishes minor maintenance on engines, instruments, and aircraft systems by cleaning parts, re-safetying, and replacing unit parts. Removes and replaces items such as wings, control surfaces, engines, propellers, landing gear, fuel cells, wheels, brakes, tires, instruments, cowlings, hose, tubing and in-flight refueling equipment.
3. Performs aircraft servicing. Taxis, tows, parks and moors aircraft. Fills fuel and oil tanks. Lubricates aircraft and engines.

¹ Taken from Air Force Regulation No. 15-443.

APPENDIX X (Continued)

3. Performs aircraft servicing. Taxes, tows, parks and moors aircraft. Fills fuel and oil tanks. Lubricates aircraft and engines. Inflates tires and struts. Fills oxygen and hydraulic systems. Drains systems and purges tanks.
4. Prepares and moves aircraft from storage. Removes corrosion and applies protective measures to prevent corrosion. Stows equipment and ties down cargo, considering aircraft balance.
5. Performs minor sheet metal and fabric work. Removes rivets from torn and damaged parts and patches with appropriate metal, using pneumatic or hand riveting equipment. Patches fabric and applies dope to repaired fabric surfaces.
6. Performs emergency crash work. Removes disabled aircraft from runways, using jacks and other emergency hoisting equipment. Loads and secures aircraft or component parts on trucks and trailers.
7. Performs minor maintenance on ground equipment. Maintains crew stands, auxiliary power plants, portable electric light equipment, air compressors, jacks and related equipment.
8. Supervises small crew of aircraft mechanics and helpers. Assigns work and reviews quality and quantity of completed work. Conducts on-the-job training.

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